EVALUATION IN THE EDUCATIONAL SYSTEM

GENERAL FRAMEWORK AND DEVELOPMENTAL PERSPECTIVES

Québec

EVALUATION IN THE EDUCATIONAL SYSTEM

General Framework and Developmental Perspectives

ISBN 2-550-08280-X

Dépôt légal: troisième trimestre 1984
Bibliothèque nationale du Québec

TABLE OF CONTENTS

Introduction 1

Chapter I **Evaluation in Preschool, Elementary and Secondary Education** 5

A. THE PARTNERS, THEIR RESPONSIBILITIES AND PRACTICES 6

1. The ministère de l'Éducation 6

2. Advisory Groups 21

2.1 The Conseil supérieur de l'éducation . 21
2.2 Confessional Committees 22
2.3 The Commission consultative de l'enseignement privé 23

3. School Boards and Schools 24

4. Private Institutions 35

B. OVERALL CONSIDERATIONS 36

1. Lines of Force..... 36

2. Avenues for Development 37

C. REFERENCE DOCUMENTS 52

Chapter II **Evaluation in the CEGEP System** 57

A. THE PARTNERS, THEIR RESPONSIBILITIES AND PRACTICES 58

1. The ministère de l'Éducation 58

2. Advisory Groups 64

2.1. The Conseil supérieur de l'éducation . 64
2.2. The Conseil des collèges 64
2.3. The Commission consultative de l'enseignement privé 67

3. Public Institutions 68

4. Private Institutions 70

B. OVERALL CONSIDERATIONS 71

1. Lines of Force 71

2. Avenues for Development 74

C. REFERENCE DOCUMENTS..... 83

Chapter III Evaluation in the University System 86

A. THE PARTNERS, THEIR RESPONSIBILITIES AND PRACTICES 87

1. The ministère de l'Éducation 87

2. The Conseil des universités 92

3. The Conseil supérieur de l'éducation 94

4. The F.C.A.C. Fund 95

5. The Universities 95

B. OVERALL CONSIDERATIONS 97

1. Lines of Force 97

2. Avenues for Development 99

C. REFERENCE DOCUMENTS 109

Chapter IV **Evaluation in the Continuing Education Services** .. 111

A. THE PARTNERS, THEIR RESPONSIBILITIES AND PRACTICES 112

1. The ministère de l'Éducation 112

2. Advisory Groups 115

3. Training Organizations and Institutions ... 115

B. OVERALL CONSIDERATIONS 116

1. Specific Characteristics 116

2. Avenues for Development 117

C. REFERENCE DOCUMENTS 122

Chapter V **Evaluation within the ministère de l'Éducation** ... 124

A. RESPONSIBILITIES AND PRACTICES 125

1. The Legal Basis 125

2. Practices 126

B. OVERALL CONSIDERATIONS 127

1. Salient Features 127

2. Avenues for Development 129

Chapter VI **Global Perspectives** 134

1. Legacies and Similarities 135

2. Present Characteristics of Evaluation 139

3. Developmental Perspectives 145

INTRODUCTION

"We shall continue ... to work to develop and update better articulated techniques of pedagogic and administrative evaluation. There is no question but that measures have been taken, and that a start has been made at various levels in the school system. However, our overall quest for quality and for the identification of what is essential leads, quite naturally, to the attempt to formulate a general approach which, while respecting the particular needs of each component of the system, also takes common concerns and perspectives into account."

L'éducation en 1981-1982: Discerner l'essentiel. Speech delivered by Dr. Camille Laurin, Minister of Education, on 11 June 1981, during the defense of the budget of the ministère de l'Éducation (free translation).

Throughout the educational system, the projects for revival and renewal carried on in recent years, as well as the attempts at creativity brought about by a lowering of the rate of growth - in some cases a reversal - in enrolments and resources, have been accompanied by a renewed concern for evaluation. This has been the case as much in teaching and learning as in management. As the Minister of Education has indicated: "There is no doubt but that measures have been taken and that a [illegible] has been made. However, "he continued, "our overall quest for [illegible]ty and for the identification of what is essential, leads, quite [illegible]urally, to the attempt to formulate a general approach which, while respecting the particular needs of each component of the system, also takes common concerns and perspectives into account".[1] The present document is addressed to this very task.

Any discussion of evaluation in terms of a "general approach" and of the entire educational system is, unquestionably, no modest undertaking. Evaluation covers such a wide range of operations and procedures and influences so many fields, that it is difficult to avoid lapsing into generalities, or even into gross oversimplifications. The effort is, however, definitely worthwhile, to the extent that it focusses on very specific duties and responsibilities which, in the day-to-day planning and operation of the educational system must be assumed by each of the partners in terms of methods and perspectives which, apart from differences of regulation and practice, arise from guidelines which are at once common and coherent.

The following pages reflect this purpose: to describe, for each of the major fields of activity within the educational system, the manner in which evaluation is designed, regulated and carried out, and the principal aims of the exercise. This picture of a situation which, from the outset, appears multi-dimensional, will give equal weight to the organizational dynamics and logic of each of these major fields; we shall then attempt to do the same thing for the whole system, thus clarifying the intentions of the Department. It will then be possible to identify, for each of the sectors and for the system as a whole, certain guidelines as well as areas requiring clarification. At the same time, areas requiring action, in terms of renewal or correction, will become apparent.

The document consists of six chapters. It deals, in turn, with evaluation at the preschool, elementary and secondary levels (Chapter I), in the CEGEP (Chapter II), and at university (Chapter III). Chapters IV and V deal with the subject in continuing education and

---

[1] Ibid.

at the Department, respectively. A final Chapter (VI) outlines, in conclusion, some descriptive and analytical elements which characterize the system as a whole as far as examination (a) of the legal background and regulations affecting evaluation; (b) the application of evaluation by the authorities; (c) the spirit and logic underlying such regulations and practices; and (d) elements requiring clarification or examination, and the modes of action chosen.

Thus, the document traces the structure and practice of evaluation in the Québec educational system. It is presented as a reference work and as a source of incentive for those involved throughout the school network as well as in the ministère de l'Éducation.

CHAPTER I

EVALUATION IN PRESCHOOL, ELEMENTARY AND SECONDARY EDUCATION

"While the course of study constitutes one of the basic elements of the educational project, measurement and evaluation provide necessary indications of its relevance. The level of achievement of students, the subject matter, the evaluation of personnel, the evaluation of educational establishments, each of these is of the utmost importance in the development of a system of education. The ministère de l'Éducation is aware that much progress remains to be made in this respect, and intends to promote greater interest in techniques of evaluation and to develop new instruments."

The Schools of Québec: Policy Statement and Plan of Action, 1979, p.94.

This first chapter deals with the responsibilities and practices in the field of evaluation of the major partners in preschool, elementary and secondary education. The activities of the ministère de l'Éducation, of the central advisory groups and of educational organizations and establishments are each examined in turn. This is followed by discussion of how the system is operating and of areas which call for clarification and development.

A. THE PARTNERS, THEIR RESPONSIBILITIES AND PRACTICES

1. The ministère de l'Éducation

1.1 Responsibilities

1.1.1 The responsibilities of the ministère de l'Éducation concerning evaluation at the preschool, elementary and secondary levels are defined in terms of the legal framework of regulations which govern its operations. They derive basically from the general mandate entrusted to the Minister of Education by the **Act Respecting the ministère de l'Éducation.**

> "...for promoting education and assisting the young in the preparation and planning of their future, and for ensuring the progress of educational institutions" (Section 2).

1.1.2 As part of his overall responsibility, the Minister of Education, and through him the Department, is given, by law, the general authorization, and at the same time the duty, to carry out evaluation by instituting studies, requesting data and information, submitting an annual report to the National Assembly, and setting up inquiries.

- Under the **Act Respecting the ministère de l'Éducation,** "the Minister may cause such studies and investigations to be made as he considers useful or necessary for the carrying on of the activities of the department" (Section 3).

- The Minister is obliged to submit an annual report to the National Assembly: "The statistics and other information necessary for the preparation of such report shall be given to him, before the 31st of August of each year, by

the school commissioners and trustees and by every educational institution, in accordance with the forms that he shall supply for such purpose" (Section 4).

- The **Education Act** gives the Minister the power to withold "the grant of any municipality or educational institution which has not forwarded to him the returns prescribed by this act, which has adopted or allowed the use of any unauthorized textbooks, or which has refused or neglected to comply with any provision of law or of the regulations respecting education" (Section 13).

- Under the same Act, "the Minister may hold or delegate his power to hold inquiries". These powers include that of trusteeship: "When an inquiry deals with any matter relating to the administration or operation of a school board or regional board, the Government may order that the powers of such school board or regional board be suspended and appoint an administrator who shall exercise them until the date it indicates" (Section 14).

- Inquiries may, if "the public interest so demands", deal with "the conduct of any official of a school board" (Section 344). Similarly, "upon receipt of a complaint in writing and under oath, accusing a teacher of bad conduct, immorality, drunkenness or grave neglect of duty", the Minister must set in motion a process which may lead to the revocation of a teaching diploma (Section 18).

- While the job of School Inspector has fallen into disuse, the Act still includes provisions allowing the Minister to discharge that function (Sections 25-32).

- The Act stipulates that: "The Minister shall be a visitor of every school in Québec" (Section 20). Also, "the members of the Legislature, the Deputy Minister of Education and the Associate Deputy Ministers" are school visitors (Section 22). "School visitors shall be entitled to have communication of all regulations and other documents relative to each school, and to obtain any information concerning it" (Section 24).

- Apart from the Minister of Education, under the **Financial Administration Act**, the Auditor-General, who reports to the National Assembly, has the power to inspect: "every establishment, institution or association contemplated in the preceeding paragraph, i.e. those receiving grants, shall allow the Auditor-General or any person authorized by him to have access thereto, examine the books, records and accounts relating to the use made of any government grant, make extracts of copies therefrom and examine under oath any person in relation thereto" (Section 83).

1.1.3 The **Act Respecting the Conseil supérieur de l'Éducation** requires the Minister of Education to prepare regulations governing the following:

"(a) the classification and nomenclature of schools and other educational institutions, and of the diplomas conferred by them;

(b) subject to the powers of the committees contemplated in section 22, the curricula, the examinations, the diplomas, the teaching certificates and the qualification of the teaching personnel for all programs except those at college level, those which lead to a university degree, and private programs not leading to a diploma conferred under the authority of the Minister;

(c) the coordination of education in all grades;

(d) the standards for territorial division and the equipment of the educational establishments administered or subsidized by Québec" (Section 30).

It is in accordance with these requirements that the Minister of Education has submitted for adoption by the government regulations concerning both teaching and teachers, which include stipulations having to do with evaluation and the responsibilities of the Department in that regard.

- The **Regulation Respecting the Basis of Elementary School and Preschool Organization** specifies that "the extent to which a pupil meets the learning objectives in the curricula, and certain aspects of his general development are evaluated as prescribed by the school board and the Minister, within the framework of their respective responsibilities" (Section 22).

- The **Regulation Respecting the Basis of Secondary School Organization** likewise includes stipulations affecting the evaluation of learning and the responsibilities of the Minister of Education:

- "The Minister awards a diploma in secondary studies to any pupil who, out of a possible total of 176 credits, has accumulated at least 130 credits, including... 40 compulsory credits" (Section 43).

- "The Minister awards a diploma in vocational studies to any pupil who obtains the credits for a particular vocational specialty" (Section 44).

- "Each year the Minister draws up a list of courses for which he sets uniform examinations. For each subject not covered by such a uniform examination, he may verify the school board's evaluation plan according to the terms and conditions he determines" (Section 46).

- "Each year the Minister determines the number of examination sessions to be held and publishes the calendar and timetable to be followed by the candidates and staff in charge. Only the Minister may authorize an exception to this rule" (Section 50).

- Some Regulations refer to the evaluation of teaching personnel. **Regulation Number 4 Respecting the Permit and the Licence to Teach** provides that:

  "an authorization to teach at the levels controlled by the Regulations of the Minister of Education shall be issued by the Minister, and shall first take the form of a permit to teach and then of a Teaching Diploma (Section 1).

- **Regulation Number 5 of the Minister of Education relative to the criteria of evaluation of schooling as a factor used in determining the qualification of the teaching personnel** lays down the responsibility of the ministère de l'Éducation in this regard.

1.1.4 According to the **Act Respecting Private Education** it is the duty of the Minister of Education to determine the status of private institutions, by declaring them to be of public

interest (Section 9), by recognizing them for purposes of grants (Section 15), or by issuing a permit to operate (Section 23).

1.1.5 The government's policy, outlined in **The Québec School: A Responsible Force in the Community**, envisages modifications in the roles and responsibilities of the various partners in the school system. It is also apparent that the grass roots desire for a rethinking of the school's role creates a new situation which calls for modification of the role and style of action of the ministère de l'Éducation.

> "Because the Ministry is responsible for the smooth functioning of the entire educational system, it must assume powers that are essential to the coherence of the activities being undertaken by all the partners of the system" (p. 68).
>
> "... it is important that a strong central authority be able to effectively protect the rights of all and to bring about an equitable sharing of public resources in accordance with the broad parameters of government budgetary operations.
>
> "The concern is that these activities take into consideration the new position assumed by the schools and by local communities. To this end, it seems necessary to make pedagogical development the focus of the Ministry's activities.
>
> "... the ministère de l'Education exists basically for the schools and for those who are involved in them... This is not a purely academic point. It means, very concretely, that it is clearly the educative purpose, and not any other sort of strategic calculation or desire for control, which must motivate the choice of directions and priorities, the drawing up of staff work plans and the annual re-evaluation of programs.
>
> "It also means that, as well as motivating all the Ministry's programs, the important task of education must govern the implementation of certain specific targets of development.

> "Among the targets for development suggested by the proposed reform there should be: support for the preparation and implementation of educational projects, the keystone of the project; support for parents and and school principals, who will be asked to assume new responsibilities and to agree to considerable personal investment of time and energy; and support for teachers and their pedagogical practices.
>
> "... this implies giving the school boards the means to provide the schools with the support they need to take charge of themselves, with all the leeway necessary for autonomy implicit in offering such support" (pp. 67-68).

If the role of the Department is to be adjusted in terms of that of the school, then the schools themselves must be organized in terms of that basic justification of the existence of the entire system, which is the development of the child or adolescent.

> "In order to clearly affirm the ultimate purpose of all the proposed rearrangements and to ensure that no student has his rights infringed upon with impunity by any level of authority set up by the new law on public instruction, the **Assemblée Nationale** will have the power to appoint a Student Ombudsman...
>
> "Any student (acting on his own or represented by his parent of guardian) who believes that his rights under the law governing public instruction have been abused, will be able to ask the Student Ombudsman to make an inquiry into his case. Thus, the **ministère de l'Éducation** will not be in a position to judge its own manner of respecting the rights of students, and will accept in advance that a third party evaluate practices which the Ministry itself or any of its partners in the school system could institute that may impinge upon certain recognized individual rights" (pp. 70-71).

It is in this perspective that Bill 40, **An Act Respecting Public Elementary and Secondary Education**, tabled in the National Assembly following publication of the White Paper, redefines the role of the ministère de l'Éducation in relation to that of the schools and of the school boards. Evaluation is listed among the principal pedagogic responsibilities of the Department:

- establishment of curricula,
- approval of textbooks,
- requirement of a licence issued by the Minister for any teaching function, such permit being subject to revocation or suspension,
- certification of studies for graduates.

Certain new legal precisions are apparent concerning evaluation:

- the Department shall draw up the list of subjects for uniform examinations;
- it may establish criteria and conditions for the granting of study equivalences;
- it may adjust the marks obtained by a pupil on the uniform tests in order to avoid his being unduly penalized. It may, furthermore, adjust marks obtained in school examinations in order to make them compatible with the results of uniform examinations.

The Bill also specifies that from an administrative and financial standpoint, the Minister is to establish the rules for the apportioning of financial resources on an annual basis. Such rules may also deal with:

(1) the financial administration of school boards and schools;
(2) the system of financial reporting;
(3) the auditing of financial statements.

As for respect for the rights of students, the Bill provides that the pupil and his or her parents may appeal to the Ombudsman, the law defining his functions being amended in consequence.

1.2 Practices

As redefined in terms of the views expressed in **The Québec School: A Responsible Force in the Community**, the responsibilities of the ministère de l'Éducation will have to be translated into practices which, in turn, must be revised. The new operating climate of the system will require the Department to develop a style which will "permit all of its partners in education to fully carry out their responsibilities", and "to adopt a manner of intervention more attuned to its purpose of guiding and serving" (p. 69).

The ways in which the Department's regional offices will be expected to adjust their activities to conform to the changes contemplated for the school system provide a very good example of these revised practices.

> "Much more than extensions or antennae of central bodies whose regional jurisdiction (even control and supervision) they would ensure, the regional offices must unite for

information, leadership and support for the school boards and, through them, the schools... The spirit of the proposed project plainly forbids the development of regional concentrations of bureaucratic control or arbitration between the school boards and the Ministry; what is not intended is a set of intermediary cog-wheels in an administration which has become more overwhelming and demanding because of its proximity to situations and users. The goals of the project lead to a greater reliance on the schools and the primary entities in which they are brought together, the school boards" (pp. 69-70).

"On the other hand, in keeping with the requirements which have inspired this administrative decentralization, the regional offices are being asked to increase their input into the social and community fabric of the regions, to establish vital and lasting ties with the school boards, to be leaders and disseminators of information, and thus, being as they are, community-based and responsive, to become spokesmen, as well as relentless critics of the central bodies of the Ministry. To this end, the position of the regional offices in the organizational chart of decision-making and administration within the **ministère de l'Éducation** will have to be redefined. Already, it may be said that, instead of being administrative units situated at the base of a hierarchical pyramid of authority, the regional offices should occupy an advisory position, corresponding to their responsibility for, as it were, two-way dialogue, support and information" (p. 70).

It is therefore clear that the current practices of the Department in evaluation should be examined at various levels in terms of changes which are already under way.

1.2.1 Evaluation of Learning

The sections of the **régimes pédagogiques** dealing with the evaluation of learning in elementary and secondary schools were developed in accordance with Chapter VIII, "Measurement and Evaluation", of the plan of action outlined in **The Schools of Québec.** These provisions were detailed in the **General Policy for Educational Evaluation** published by the ministère de l'Éducation in February of 1981. In laying down that policy, the Department intended, in keeping with its responsibilities:

- "to specify the intentions of the Ministère de l'Éducation in the field of educational evaluation;
- to establish the respective roles in educational evaluation of each component of the school system;
- to assist the various school organizations in the development of their educational evaluation policies;
- to facilitate clear and effective communication concerning educational evaluation amongst those involved in education;
- to foster consistency in the plans of action for educational evaluation developed by the various responsible groups;
- to promote an educational evaluation in the schools of Québec which will be of greater service to the pupils" (p. 1).

Indeed, it is first up to the Department to define a general policy for the evaluation of learning.

More specifically, the Department should then, in accordance with the spirit and requirements of both the policy and details of the **régimes pédagogiques** mentioned above, move to assist teachers and school boards to carry out their duties respecting evaluation, enforce respect for standards of learning, and carry out the certification of studies (p. 12).

First, the Department offers support in various forms to assist school boards and teachers.

- As a service, the Department has developed tests which have the advantage of having been prepared in Québec and of being revised periodically after use with samples of the school population.

- Similarly, the Department issues and periodically revises evaluation documentation: report cards, transfer forms, progress report forms.

- Instruments for the evaluation of pupil progress have been developed: **Fiche d'auto-appréciation de l'élève; Formula for Aiding Pupils with Difficulties; Bilan fonctionnel et plan d'action: Questionnaire sur l'environnement immédiat de l'élève;** and **l'École, ça m'intéresse**, to help reduce the number of dropouts.

- The Department contributes to the in-service training of teachers, in collaboration with the universities and school boards. It has published a **Guide docimologique** and has prepared audio-visual presentations and a **Fichier de documentation** on the evaluation of learning.

- The Department makes personnel available to the school boards for evaluation. Each has on its staff a specialist in evaluation. In addition, Educational Development Officers are assigned to evaluation.

In the new **General Policy for Educational Evaluation**, the Department has enunciated a double purpose:

- to help with formative evaluation by producing prototype instruments for use as models; they will closely correspond to course objectives and will be designed with a criterion-referenced interpretation in view. They will, where appropriate, extend through various levels of the taxonomy, beyond that of simple knowledge. They will not normally specify minimum performance levels, the teacher being better able to determine such levels through a comparison of the testing instrument with the instruction actually given;

- to aid in summative evaluation by making available to school boards, for the development of local examinations, a bank of questions with accompanying statistical indices; similarly, tests will be provided, together with norms permitting instant interpretation of results (pp. 12-13).

The Department is currently carrying out the work required for the computerization of a bank of instruments for measurement (BIM). Its objectives are the following:

- to make available to educational organizations, especially to teachers, valid instruments of measurement which may be used when deemed appropriate;
- to coordinate and support school board personnel in feeding data into the bank, in terms of a uniform code of item writing, the distribution of the work involved and the sharing of results;
- to gradually include all the official programs of the Department;

- to ensure direct access to these instruments for all those engaged in education throughout Québec;
- to encourage maximal use of the computer network in all operations of this bank.

Secondly, in order to assess the quality of learning, so as to "inform the State about the attainment of curriculum objectives" and to "inform those having regional instructional responsibilities", the Department will institute tests at the end of each cycle of elementary and secondary education. All courses may be subject to end-of-cycle testing, according to criteria which remain to be determined. The statistical results of these tests for the whole of Québec will be available to the ministère de l'Éducation, the school boards and the region (pp. 18-20).

Thirdly, the Department establishes the terms and procedures for the certification of secondary studies. The new **régime pédagogique** for secondary schools includes a complete revamping of the system for the certification of studies, with gradual application to begin in September of 1982 and to extend to Secondary V by 1986-1987. **The General Policy for Educational Evaluation** also outlines the general characteristics of the system:

"- All secondary school courses passed by a pupil will count for certification, i.e., each course will carry units of credit which can be used in reaching the required total.

- In addition to acquiring the total number of units specified, certain specific courses will also have to be passed.

- The examinations will, for the most part, be prepared under the jurisdiction of the school boards.

- A certain number of Secondary IV and V examinations leading to certification will be prepared by the Ministère and administered to the pupils; the Ministère may check the evaluation plans of the school boards for any examination in which it does not prepare a uniform examination, using the procedure it will establish.

- The results of the examinations of the Ministère will be converted only in exceptional cases.

- These results will constitute only a part of the final mark; the other part will be drawn from the moderated school mark.

- The Ministère will issue the statements of marks, and award the diplomas of secondary studies to all pupils who meet its certification requirements.

- The Ministère will issue statements and award vocational studies diplomas to those pupils who acquire the credits from the courses of a vocational specialty.

- The Ministère will accord units of credit for secondary studies completed outside Québec.

- The Ministère will issue attestations of equivalent levels of studies to self-prepared candidates who meet its requirements" (pp. 21-22).

1.2.2 Evaluation of Curricula

The Department described its practices in the **Cadre relatif à l'évaluation des programmes d'études** for preschool, elementary and secondary education in December of 1981. The objectives mentioned were:

to assess the relevance of curricula,
to ensure that they constitute a coherent whole,
to satisfy the requirements of imputability (p. 5).

A course is evaluated by means of a series of judgements based on systematically gathered information which lead to a decision of approval, confirmation, modification, substitution or rejection (pp. 5 and 6). The process is applied to three components of course development:

- antecedents, corresponding to the phases of conception and preparation;
- transactions, corresponding to the stages of implantation and application;
- results, that is, the effects of the application with pupils (p. 7).

New instruments: check lists, questionnaires, end-of-cycle tests, criterion-referenced tests, attitude scales, etc. are

being devised and applied. This pattern of development and its products will enable the Department, in collaboration with the school boards, to carry out the evaluation of the courses it has produced. School boards will also be in a position to evaluate their own courses which they must submit to the Minister for approval.

1.2.3 Evaluation of Teaching Material

All textbooks, maps, audio-visual materials and other teaching aids must receive and retain the approval of the Department. A list of these is published annually.

1.2.4 Evaluation of Personnel

As far as personnel management is concerned, the Department determines the general working conditions of school board and school employees, the job description for each category and the requirements for certification and classification. **The Québec School: A Responsible Force in the Community** leaves this duty with the Department in specifying that it will "establish... the rules for evaluating the various categories of personnel" (p. 68).

1.2.5 Management of Financial and Material Resources

The Department establishes the Budgetary Rules annually, according to which school boards must submit their budgets for operating, investment and debt service for approval. In this way the Department distributes the financial resources voted by the National Assembly for preschool, elementary and secondary education. It lays down the kind of financial report which must be submitted.

Within the framework of the triennial investment program of the school boards, the Department authorizes building projects as well as projects involving the construction or major modification of school buildings. It establishes the conditions for the awarding of construction contracts.

1.2.6 Evaluation of Institutions

The evaluation of institutions is one component of the educational project which each school is expected to develop, in accordance with **The Schools of Québec: Policy Statement and Plan of**

Action (pp. 33-41). In a brochure entitled **The School's Education Project**, the Department indicates three ways in which it may encourage the development of educational projects:

- Legislative measures:
  In Bills 30 and 71 the Department requested the National Assembly in 1979 to make amendments of the **Education Act** respecting the status of schools, educational projects, the responsibilities of the principal, participation of parents and pupils, the orientation committee and the powers and duties of school boards;

- Administrative measures:
  As mentioned in **The Schools of Québec**, the Department is very much aware of the need to re-examine its procedures, "in order to give the milieu, not only greater freedom of action, but also the means to exploit it" (p. 37);

- Support and coordination measures:
  Publications produced with the collaboration of the school milieu have made it possible to develop the concept of the educational project and have facilitated its application in the schools. Those who desire, as part of their educational project, to evaluate their operations, their teaching methods, their administrative procedures, and the pupil's school life, may have recourse to a variety of questionnaires for the use of principals, teachers, parents and pupils; the regional offices of the Department are prepared to provide school boards with support services.

The government's proposal for the reorganization of the elementary and secondary school system represents, as it were, a second phase of the policy statement enunciated in **The Schools of Québec. The Québec School: A Responsible Force in the Community** points out that its principal aim is "to redefine the schools, to give them responsibility for their own educational projects, to make them the focus of our educational system, and to put them back into the hands of those who use and run them" (p. 37). It consists, basically, of "an option for the educational project and its participants" (Ibid). The educational project represents

the "keystone of the proposal" (p. 68). The principle of the evaluation of institutions is thus unequivocably reaffirmed and, in Bill 40, it is stressed with some significance.

As far as private institutions are concerned, the Department has been testing, for the last two years, a check list for the determination of the status appropriate for grant purposes in the case of secondary schools. Similar instruments will be developed for use at the elementary and college levels.

1.2.7 Evaluation of the System

The Department carries out a general evaluation of the whole system of elementary and secondary education, as well as examining certain of its aspects more specifically. In this way, **The Green Paper on Elementary and Secondary Education in Québec** brought about a widespread operation of renewal which, some ten years after the reforms arising from the **Parent Report**, led in turn to **The Schools of Québec: Policy Statement and Plan of Action** and then to the proposal for school reorganization included in **The Québec School: A Responsible Force in the Community**, and to such projects for revival and renewal as **Technical and Vocational Education for Young People**. Operations were mounted to deal specifically with the schools and with pupils with adaptation or learning problems, or with educational services in economically deprived areas. Several others might be added.

Under the general title of **Relance**, a series of inquiries have been conducted at intervals among secondary school graduates. The objectives have been:

- to evaluate the integration of young people into the labour market when they leave school, and
- to get a general picture of the conditions leading to the abandoning or continuation of studies.

The results, which are distributed to school authorities, provide data which permit the assessment of the degree of student satisfaction, of the diagnosis of problems, of filling gaps, of the introduction of new measures. These are intended to assist pupils in pursuing their educational goals and to make their social and vocational integration easier, by providing them with more adequate information and training.

The Québec School: A Responsible Force in the Community emphasizes this point: "...the Ministry will be able to make comprehensive evaluations of the school system from the financial point of view, as well as in terms of pedagogy, human resources and material resources" (p. 69).

2. Advisory Groups

2.1 The Conseil supérieur de l'éducation

Under the terms of the **Act Respecting the Conseil supérieur de l'éducation**, this body must advise the Minister of Education concerning any proposed regulations which he must submit for its consideration, as well as upon any other question which he may refer to it for study.

It must submit to the Minister an annual report concerning the state and needs of education, and may make recommendations to him concerning any question involving education (Sections 9 and 10). With the special assistance of its Commission de l'enseignement primaire and its Commission de l'enseignement secondaire (Section 24) the Conseil may solicit opinions, gather requests and suggestions in public hearings, and carry out such studies and research projects as may be useful or necessary to the attainment of its objectives (Section 10). By the **Education Act**, the members of the Conseil and of its Commissions are School Visitors (Section 22).

Since its creation in 1964, the Conseil has published in its annual report either summaries of the state and needs of elementary and secondary education or studies and comments on a variety of themes: participation, teachers, educational activities, the roles of pupils and students, the social function of educational institutions and pedagogical activities. The Report for 1983-1984 deals, in fact, with evaluation. The Conseil has also published the results of its research, for instance on values, the educational project, the school and parent participation and on equality of educational opportunity. In this way the Conseil participates in the assessment of the elementary and secondary education system. Its opinions and recommendations generally focus on more limited topics, to whose evaluation they contribute.

2.2 Confessional Committees

The **Act Respecting the Conseil supérieur de l'éducation** establishes as part of the Conseil a Catholic Comittee and a Protestant Committee (Section 15) whose particular mandate is:

> "(a) to make regulations to recognize confessional educational institutions as either Catholic or Protestant, as the case may be, and to ensure their confessional character;
> (b) to recognize confessional educational institutions as either Catholic or Protestant, as the case may be, and to revoke such recognition where necessary;
> (c) to make regulations respecting Christian education, religious and moral instruction and religious service in the educational institutions recognized as Catholic or Protestant, as the case may be;
> (d) to make regulations respecting the qualification, from the point of view of religion and morals, of the managing and teaching staff in such educational institutions;
> (e) to approve, from the point of view of religion and morals, the curricula, text-books and teaching material in such educational institutions;
> (f) to approve, for religious instruction, Catholic or Protestant, as the case may be, the curricula, text-books and teaching material and to make such regulations respecting the qualification of the teachers having charge of such instruction in schools other than those recognized as Catholic or Protestant;
> (g) to make recommendations to the Council or to the Minister respecting any matter within their competence" (Section 22).

The confessional committees may receive and hear requests and suggestions from associations, organizations and from any person regarding any subject within their competence; they may, similarly, institute such studies or research as they deem useful or necessary (Section 23). Their members are School Visitors in virtue of the Education Act (Section 22).

The responsibilities assigned to the confessional committees lead to various types of evaluation being included in their activities:

- the educational system, in its confessional aspect, through opinions, recommendations and comments on the state and

needs of education in Catholic or Protestant schools the institutions themselves, under the Act recognizing them as Catholic or Protestant by the application of the terms of the Regulations of the Catholic Committee or of the Regulations of the Protestant Committee;[1]

- the management and teaching personnel of these institutions, according to the same Regulations;

- the courses of study and teaching material, by means of the process of approval.[2]

The proposed Act respecting public elementary and secondary education (Bill 40) would modify this situation in two ways. In the case of a school's recognition as being either Catholic or Protestant, the Bill specifies that it is up to the school to seek such recognition. In addition, except for courses and teaching materials connected with religious instruction, the confessional committees may send an opinion to the Minister, but their approval will no longer be required.

2.3 The Commission consultative de l'enseignement privé

The Commission consultative de l'enseignement privé was established under the **Act Respecting Private Education.** It advises the Minister concerning private education and requests for accreditation submitted by institutions.

In order to evaluate institutions and to focus its recommendations, the Commission has access to dossiers dealing with the establishments in question. In addition, it has recourse to:

- the study of dossiers prepared by the institutions, visits to institutions,
- meetings with the staff of institutions,
- meetings with interested groups.

1 See Protestant Committee, **The Quest for Quality in the Protestant School**, 1980; Comité catholique, **C'est-à-dire, Regards sur les mots pour dire l'éducation chrétienne dans les écoles**, 1981.

2 See Protestant Committee, **What Does "Acceptable" Mean? Criteria Used by the Protestant Committee for the Approval of Teaching Materials**, 1976.

3. School Boards and Schools

3.1 Responsibilities

3.1.1 The responsibilities of school boards concerning evaluation are, basically, those set out in the Education Act. It is the duty of school commissioners and trustees:

> "To ensure that the courses of study given in their schools comply with the curricula and regulations prescribed or approved for Catholic, Protestant or other public schools, as the case may be" (Section 189, para. 4);
>
> "To ensure the administration of the human resources of the school board" (Section 189, para. 9);
>
> "To cause a statistical report to be prepared each year on the forms supplied for the purpose, and send it to the Minister before the date fixed by him" (Section 189, para. 11);
>
> "To cause to be prepared each year a financial statement on the forms supplied for the purpose, and to send it to the Minister before the date fixed by him" (Section 189, para. 14).

3.1.2 The Education Act, as modified by Bill 71, ratified in December of 1979 as **An Act to Again Amend the Education Act**, includes, in addition, the new obligations listed below concerning the responsibilities of school boards for evaluation. It is the duty of school boards:

> "To ensure the application of the pedagogical systems and curricula, to adapt the optional content of those curricula and enrich them in accordance with their needs and priorities" (Section 189, para. 18);
>
> "To ensure that the schools provide the children under their jurisdiction and the adults domiciled in their territory with education and cultural services in accordance with law and the regulations and that those services are accessible to those children and adults" (Section 189, para. 19);
>
> "To ensure that the schools under their jurisdiction provide education of a high quality and to promote the carrying out of an educational project by each of their schools" (Section 189, para. 20);

"To give an accounting to the population of their territory of the quality of the services offered, the administration of the schools and the use of resources" (Section 189, para. 22);

"To produce and send to the Minister, by the date he fixes, an annual report containing

(a) an assessment of the activities of the school board for the school year;
(b) the auditor's report on the financial operations of the school board;
(c) a report on the development of the educational and cultural activities of the schools of the school board" (Section 189, para. 24);

"To consult the school committee or parents' committee, as the case may be, with regard to the subjects on which that committee is to be consulted" (Section 189, para.25).

The Act as amended specifies that each year the parents' committee must decide, from the following list of topics, those concerning which it must be consulted:

"(1) the specific objectives of the school board;
(2) the criteria and method for the distribution of pupils in the schools;
(3) the criteria for the choice of textbooks and teaching materials;
(4) the rate of introduction of new curricula;
(5) the policy regarding the integration of children with learning difficulties or difficulties of adaptation into the school milieu;
(6) the criteria and mechanisms for passing from the elementary to the secondary level;
(7) the policy respecting a school's remaining open or being permanently closed;
(8) the policy respecting the activities not included in the curricula;
(9) the educational activities offered for parents by the school board or regional board" (Section 52.3).

3.1.3 The Education Act, as modified in 1979, accords a vital position to the school and to its educational project. For the first time, the school is defined in the Act as:

> "... an institutional entity under the authority of a principal, or of a person in charge if there is no principal, designed to provide education to pupils in an organized manner, in whose activities the pupils, teachers, other members of the staff and parents participate" (Section 32.1).

It also defines the educational project:

> "... a procedure by which a school defines its specific objectives, drafts and carries out a plan of action and revises the plan periodically with the participation of the pupils, the parents, and the staff of the school and of the school board" (Section 1, para. 30).

Not only are the responsibilities of the school boards defined, so are those of the school. The principal's role is outlined, the orientation committee is introduced and the responsibilities of the school committee are defined.

The school principal "is responsible for defining its orientations and activities, seeing that it runs smoothly and attains the objectives set for it, and shall apply the policies, regulations and instructions concerning the school, and give an accounting of his administration" (Section 32.3). The following are among his or her main rights, powers and duties:

> "to ensure that the school has a specific orientation or an educational project;
>
> ...
>
> to ensure the application of the pedagogical system...;
>
> to choose the textbooks and teaching materials;
>
> to ensure the verification of pupils' attendance;
>
> to acquaint the school committee with the services offered by the school;
>
> to see that the parents are regularly informed of their children's progress and of the educational services offered by the school;
>
> to submit the school's budget to the school board, administer it and give the board an accounting thereof;
>
> ...

to promote the establishment of an orientation committee" (Section 32.4).

The school's orientation committee has as its functions:

"(1) to determine the specific orientations of the school and draw up a report on them;
(2) to participate in the preparation of the school's educational project, follow the carrying out of that project, evaluate it and draw up a report on it;
(3) to promote the giving of information, consultation and coordination among all the parties concerned in the school" (Section 54.5).

Each year the school committee must decide on which of the following subjects it must be consulted:

"(1) the specific orientations of the school;
(2) the educational project and its content;
(3) the methods of application of the pedagogical system;
(4) the choice of textbooks and teaching materials for the subjects it specifies;
(5) the choice of educational activities that require a change in the pupils' regular schedule or that require the pupils to leave the school;
(6) the rules regarding the pupils' conduct;
(7) the determination of the criteria for hiring the principal and vice-principal of the school;
(8) methods for integrating children with learning difficulties, or difficulties of adaptation into the school milieu;
(9) safety measures for the pupils;
(10) the choice of the activities not included in the curricula.

"In the case of the permanent closing of a school or in the case of a change in a school's status within the meaning of the regulations of the Conseil supérieur de l'éducation, the Catholic Committee or the Protestant Committee of the Conseil supérieur de l'éducation, the school committee must be consulted" (Section 51.1).

3.1.4 Both the **Regulation Respecting the Basis of Elementary School and Preschool Organization** and the **Regulation Respecting the Basis of Secondary School Organization** include stipulations concerning the responsibilities of school boards for evaluation:

- school boards are responsible for the evaluation of pupils' progress (Sections 7 and 22 of the elementary school regulation and Section 7 of the secondary school regulation);

- school boards shall see to it that parents receive written reports concerning the school achievement and behaviour of their child (Sections 8 and 23 of the elementary and preschool regulation and Section 8 of the secondary school regulation);

- school boards participate in the evaluation of curricula (Sections 9 and 25 for elementary and preschool, and Section 10 for secondary school);

- school boards must participate in the administration of the examinations of the Minister by providing, free of charge, the required rooms and the staff needed to monitor the pupils and carry out the different operations related to correcting papers and compiling results (Section 49 of the regulation for secondary schools).

3.1.5 The modifications proposed in **The Québec School: A Responsible Force in the Community** and incorporated into the **Act Respecting Public Elementary and Secondary Education** (Bill 40) are intended to increase the school's responsibilities, as a logical sequence in which the changes effected to the **Education Act** in 1979 represent but a single step.

The Bill defines the status of the school as well as the entire range of powers and responsibilities which it must assume. The school is to be an establishment whose purpose is to assure the education of pupils within the framework of its educational project, exercising certain powers of a primarily educational nature which are clearly defined by law, notably the application of the **régime pédagogique**, the development of auxiliary services, the fixing of norms for the evaluation of learning and the organization of educational services for the community. It operates under the authority of a school council where, through participation and cooperation, those involved will be called upon to make the choices they consider best for providing pupils with good-quality educational services. In collaboration with the other elements of the school community, the school council is responsible for providing the school with guidelines and a plan

of action appropriate to the milieu, as well as for establishing the basic ingredients of the school's educational project. The school principal is responsible for the carrying out of the educational project, the day-to-day administration of the school and the quality of the services offered.

Similarly, the Bill redefines the status and role of school boards, in particular their functions of support, planning, coordination and the equitable distribution of resources. Educational services are the school's concern; it is expected to look after its own affairs and to become a part of the community. Similarly, as part of this refocussing and redefinition, the school board is also expected to become deeply involved in the life of the schools. Thus, the commissioners will henceforth be members of the school council, elected by universal suffrage from an electoral list based on the school rather than on a residential or ward system.

Evaluation thus becomes an essential element of this new organization. It will be a key part of the mandate of both the school and the school board: for the school, to assure the education of children in terms of the education project, for the board, to ensure that everyone in its territory receives the educational services to which he is entitled in its schools. Certain mechanisms have been established:

- the election of the members of the school council;
- the election of school commissioners;
- the public nature of meetings of the school council, the board of directors and the executive committee of the school board;
- the publication of the minutes of such meetings;
- the publication of an annual report of the activities of the school and of the school board;
- the duty of the school board, where a school neglects or refuses to respect the law or a regulation, to formally demand compliance; in default of this, to take the necessary steps to ensure respect for the law or regulation, notably by replacing the school's decisions with its own.

3.2 Practices

The responsibilities of schools and of school boards, so defined or in the process of redefinition, have a variety of applications.

3.2.1 Evaluation of Learning

As well as being responsible for the application of curricula, the school boards must also see to the evaluation of learning in their schools. The Department's **General Policy for Educational Evaluation** guides their footsteps. The basic premise holds evaluation to be an integral part of the process of teaching and of learning. It is teachers, first of all, who carry out formative evaluation, that which accompanies and supports the learning process and which is carried out as learning occurs. As **The Schools of Québec** observes, "evaluation takes place first of all in the classroom and...the prime responsibility is the teacher's" (p. 94). To this foundation the **General Policy** adds the duties of school boards:

- to formulate a policy on the evaluation of learning adapted to local conditions and priorities;
- to assist the teachers, with the collaboration of the Department, by organizing in-service training and providing materials;
- to ensure the attainment of learning objectives through practices of summative evaluation which enable it to modify the range and bearing of its services and to inform the population of its territory;
- to collaborate with the Department in province-wide evaluation activities, for example, the end-of-cycle tests and the certification of secondary studies (pp. 11-12).

According to the perspective indicated in the White Paper, **The Québec School: A Responsible Force in the Community**, given the school's primary responsibility for pedagogy, the duties of school boards will more and more be oriented in the direction of support services (p. 62). Proposals in the **Act Respecting Public Elementary and Secondary Education** (Bill 40) include provisions which give such practices the force of law. Thus, it will be for the school to decide upon the norms and procedures for evaluating pupil learning. This duty belongs to the school council, assisted by the parents' committee, the education committee and the students' committee, where these have indicated their desire to be consulted on this subject. It is also stipulated that the school will furnish the pupil and the parents with a written evaluation of learning activities at least five times a year.

As for the school board, its responsibility is to see to it, as part of the support it provides the schools, that they evaluate pupil learning and administer the uniform examinations required by the Minister. It may draw up a plan for the evaluation of learning in any compulsory subject where there is no uniform examination and for which credit is needed for the granting of a Certificate of Secondary Studies. A school board may also issue equivalences of studies, in accordance with criteria and conditions laid down by the Minister.

3.2.2 Evaluation of Curricula

As part of their overall responsibility for overseeing the establishment of curricula and their adaptation to local needs, school boards have various duties:

- participating in experimental courses of the Department;
- providing the Department with data permitting it to evaluate courses in terms of overall requirements;
- collaborating with the Department in the evaluation of curricula.

According to the basic hypothesis of the reorganization project, the focus of primary responsibility has been moved, and the schools will be called upon to guarantee such collaboration by working together at the level of the school board. Since it is up to the schools to apply the awareness and training programs, as well as the official curriculum, it is up to them to collaborate in whatever program of evaluation the Department may undertake. Further, the evaluation of such courses as they may develop in response to their particular needs, is exclusively their affair. Course evaluation is specifically listed among the subjects on which the students' committee may decide annually that it wishes to be consulted.

The school board has a contribution to make concerning the evaluation of courses as part of the collaboration among schools.

3.2.3 Evaluation of Teaching Material

It is up to the school board to ensure that only approved textbooks and teaching materials are used in the schools.

The Québec School: A Responsible Force in the Community proposes that each school select from the authorized list the textbooks best suited to the aims of the local educational project, and that it collaborate in the assessment of teaching materials (p. 53). This concept is included in the Bill, it being stipulated that the school and school board collaborate in the evaluation of teaching materials.

3.2.4 Evaluation of Personnel

In carrying out their management responsibilities, the school boards must establish mechanisms for the evaluation of their staff.

They retain this function in the proposed reorganization, and remain the employers of the personnel required for both their own operation and that of the schools in their territory. However, the White Paper suggests that the school should take part in the hiring, assignment and evaluation of personnel, in order to avoid any risk of prejudice to the carrying out of its educational project.

Similarly, according to the Bill, the school board will select the school principal following the recommendations of a selection committee, of whose members the school council will select the majority. Furthermore, the school council may approve or refuse the renewal of the principal's contract; it may recommend that the school board revoke the principal's authority at any time. The principal is responsible for the management of personnel, since staffing begins at the school level; the plan is then sent to the school board. The school council establishes the needs for in-service training, on the recommendation of the principal, and submits them to the school board, after consultation with the education committee.

The project does not oblige the school board, which is after all the employer and responsible for the distribution of staff among the schools, to engage someone it judges to be unsuitable for any educational position. It may decide not to renew an engagement or dismiss any member of the staff, according to the terms of the collective agreement then in force; in the absence of any other provision, it may dismiss any member of the staff for incapacity, negligence in the performance of duties, insubordination, misconduct or immorality.

3.2.5 Management of Financial and Material Resources

Each school board prepares and submits to the Minister an annual budget covering its operations, investments and debt service. It also sends the Minister a copy of its financial statement on the required forms.

These tasks will remain following the proposed reorganization. The school board will develop rules and methods for the apportionment of resources and each school will submit its budget estimates for inclusion as distinct items in the overall budget which the board will submit to the Minister. The Bill makes the school board responsible for the financial affairs of the schools in its territory as well as for its own operations. It supplies the schools, either on a regular basis or at their request, with statements of revenue and expenditures, and submits to the Minister periodic financial reports, as well as its annual financial statement. The school board is required to engage an outside auditor to scrutinize its operations. The Minister may define the auditor's mandate in either general or specific terms. The annual financial statement submitted to the Minister must be accompanied by a copy of the auditor's statement.

As far as the management of buildings and equipment is concerned, the school determines how they shall be used but remains responsible to the school board for them. The school board is responsible for the administration of such goods and properties as it requires for its own use, subject to the rights of the schools to the properties placed at their disposal. Thus, the school must evaluate its needs and the utilization of material resources. The school board must lay down rules for the control of materials and the maintenance and replacement of buildings and equipment.

3.2.6 Evaluation of Operations and Services

School boards are accountable to the population of their territory for the quality of the services offered, the administration of the schools and the utilization of resources. They submit an annual report to the Minister of Education. In addition, the school boards carry out studies of various aspects of their operations through their associations - the Fédération des commissions scolaires catholiques du Québec and the Québec Association of Protestant School Boards.

In challenging every school to develop its educational project, the policy statement and plan of action **The Schools of Québec** defines the role of evaluation:

"The development of the educational project has three stages: planning, implementation, evaluation" (p. 35).

"Evaluation of the degree of success achieved in the implementation of the educational project consists of deciding to what extent, taking into account all aspects of school affairs, the objectives have been reached, and the needs to which it responded, met. The results of this evaluation may justify the revision of part or all of the plan and should indicate where changes are required... [to] permit the grad- ual refinement of the project" (p. 37).

The development and application of educational projects underscore the urgency, as well as the possibility, of schools carrying out self-evaluation; broadening experience supports this view.[1] The proposal to make the school "the focus of the school system", as presented in **The Québec School: A Responsi- ble Force in the Community**, firmly supports this approach.

The status and mission of the school, as described in the proposed **Act Respecting Public Elementary and Secondary Education**, makes self-evaluation one of the schools' duties, since:

"The school is an educational institution under the authority of a school council, designed to provide education to pupils, within the scope of its educational scheme, and which exercises its activities in collaboration with the parents, the school staff and the pupils" (Section 28);

---

[1] See for example, Marthe Henripin and Gilles Ayotte, **Se prendre en main pour les enfants. Le projet éducatif de l'école** (Vol. 1: **Des écoles se mettent en marche. Que font-elles?** Vol. 2: **Comment s'y prendre: La démarche commune d'onze écoles et de leur commission scolaire**), Conseil supérieur de l'éducation, 1980.

> "The principal mission of the school is the education of its pupils. Its subordinate mission is the promotion of the social and cultural interests of the community it serves. The parents, staff and pupils may collaborate in choosing orientations and a plan of action for the school suited to its particular environment. The orientations and plan of action determined in this manner from time to time are components of the school's educational scheme" (Section 91).

In the same way, the general mandate of the school board makes provision for evaluation, to the extent that it is the board's obligation to ensure that the population of its territory receives in the schools the educational services to which it is entitled.

4. Private Institutions

Under the terms of the **Act Respecting Private Education** and the accompanying **Regulations**, private schools must:

> "(a) keep for each pupil a school record according to the form and tenor prescribed by the Minister;
>
> (b) keep a register for the registration of pupils and for attendance at courses;
>
> (c) allow any person authorized by the Minister to visit the institution which he operates and give him such information as he may require;
>
> (d) provide, within thirty days after they are requested, such statistics as the Minister may require;
>
> (e) file a financial report, in the form prescribed by the Minister, within 90 days after the end of each of its fiscal years" (**Act Respecting Private Education**, Section 56).

As far as the **régimes pédagogiques** and courses of study are concerned, private institutions are subject to the same rules as those in the public system, to the extent however that such documents are consistent with the provisions of the **Act Respecting Private Education**. In order to be subsidized by the State, private institutions must be accorded a status such that they are recognized as being in the public interest, or for grant

purposes (**Act Respecting Private Education**, Sections 9-22). They apply using a dossier drawn up according to specifications developed by the ministère de l'Éducation and the Commission consultative de l'enseignement privé.

Some organizations carry out an analysis of their operations by calling upon the services of their associations - l'Association des institutions préscolaires et élémentaires du Québec (IAIPEQ) or l'Association des institutions d'enseignement secondaire (AIES) - which provide financial support for the Centre de développement et de recherche en éducation (CADRE), from which they receive assistance.

B. OVERALL CONSIDERATIONS

1. Lines of Force

Is it possible, from this listing of rules and usage to create a dynamic whole? The lines of force appear to interact and create an equilibrium.

Local responsibility is one factor, one that is stressed by the proposed school reorganization. Being immediately responsible for educational services in their territories, schools and school boards have a significant role, and must answer directly to the parents and public as to how they exercise their mandate. Thus, evaluation, as part of the system of elementary and secondary schooling, seems to be basic to this local responsibility to provide educational services and to manage resources. It underlies the mandatory obligations of schools and school boards to evaluate pupil learning and to report to pupils and parents, to ensure the quality of the services provided, to supervise the administration and utilization of resources and to give an accounting of their activities in an annual report to parents and the public in general.

Nevertheless, objectives of broader democratization, greater access and equal opportunity led, during the reforms of the 1960s, to the creation of the ministère de l'Éducation. It was a matter of lessening the disparities among school boards by an equalization of resources and of assuring the same level of services to all children. From this, developed the responsibility of the State; this second factor also influences the notion and practice of evaluation. In the perspective of a philosophy of democratization, centralized evaluation is required, first in terms of the distribution and use of public funds, and secondly in terms of the standardization of educational activities.

On the administrative level, the law confers upon the Minister of Education the power to institute inquiries and, ultimately, to place a school board under trusteeship; the subsidiary nature of this power emphasizes the real responsibility of the school boards. However, the latter, for the sake of an equitable distribution of resources and proper use of public funds, are required to submit their budgets to the Minister for approval, according to rules which he has laid down and must provide an annual financial statement in the required form.

On the pedagogical level, the Department's policy of evaluation is based on the principle that it is an inherent part of the teaching and learning process. Being responsible for the application of programs, schools and school boards must become involved in evaluation. Here again, the role of the Department appears subsidiary. It may offer various forms of support to the school boards and may exercise some supervision of local plans of pedagogical evaluation. However, the Department does become directly involved. This is required, not only by standardization, so that all children may have equal access and opportunity, but the compulsory nature of school attendance up to the age of sixteen years places an obligation on the State concerning elementary and secondary education. Thus, the ministère de l'Éducation has the following tasks: the regulation of teacher certification, the development of curricula, including evaluation in collaboration with the schools and school boards, the approval of teaching materials, ensuring the quality of learning, the administration of tests to all pupils or to a sample group, and the certification of secondary studies.

2. Avenues for Development

Within the balanced picture described above, there are, so to speak, zones of lesser attraction, places in the field of evaluation which are not completely covered by the participants. These are areas requiring closer attention and improvement. They involve the evaluation of learning, of curricula, of personnel, of institutions and of the system in general.

2.1 Evaluation of Learning

2.1.1 Support for Teachers

The General Policy for Educational Evaluation, published in 1981, was an attempt to bring needed clarification to the sharing of responsibility for educational evaluation among the Department, the schools and the school boards. Preparation of the policy brought to light needs which the school community expressed with vehemence. The school boards, and more particularly, the teachers, expect the Department to provide them with support in the forms of documentation and that it should contribute to the initial and in-service training of teachers in educational evaluation.

Documentation. New course outlines with more clearly defined objectives, curriculum guides which include suggestions concerning the evaluation of learning, tests and other instruments of measure and evaluation, docimological guides, reference materials, materials to help schools to develop a local evaluation policy, all these means must continue to be used by the Department and the school boards to assist school personnel, in particular the teachers.

Tests. Among the instruments developed by the Department, tests create certain problems. In Québec, as elsewhere, tests of intelligence, or of intellectual achievement, have been the subject of harsh and repeated criticism for some years. Their validity is questioned, studies of their value and usefulness in forecasting are being called for; they are denounced as discriminatory and their use for grouping and promotion is condemned, whereas it was for precisely this purpose that they were developed.

Furthermore, the Department has had to take a long hard look at the resources assigned to the testing program, for the acquisition of copyrights, and for the development, updating, printing, distribution and correction of tests.

The eight tests of general development and the six others dealing with academic and extracurricular learning included in the program of the Department, have been revised. The objectives of the program have themselves been revised in line with **The General Policy on Educational Evaluation**. This was done in 1981 as part of a study, at the school board level, of the activities for

the Department in the field of educational evaluation. It was decided, first, to concentrate resources on the development of more individualized approaches, in the spirit of the **General Policy**, that is, on instruments for formative evaluation, or on formulae of educational support and to reduce, by the same proportion, the development of tools for testing, a field largely occupied, in any case, by private enterprise. The Department will continue to make the more useful tests available to school boards, but they will have to do their own printing and processing. Secondly, it was decided to drop some tests on whose value recent testing had thrown some doubts, or which would require somewhat costly revision and updating.

The Training of Staff. As noted in the **General Policy**, "teachers themselves are the first to recognize certain weaknesses in their training in educational evaluation. For the most part, they had the opportunity to take only one course, which generally was concerned with the basic concepts of evaluation... they often find themselves lacking some of the background essential to [more balanced evaluations]" (p. 18). In a May 1982 opinion on the subject of educational evaluation, the Conseil supérieur de l'éducation considered "the insufficient training of teachers" as one of the major problems in connection with evaluation (p. 14). "In a majority of schools, teachers grade pupils using tools devised hurriedly or intuitively and corrected subjectively" (p. 13).

Moreover, many teachers fear that, underneath all of the procedures involved in the evaluation of learning there lurks a desire to check up on the quality of their teaching. Here, then, is a weak point that requires attention: group training and in-service training for teachers, subject consultants, school principals and all others involved in teaching who have a hand in the evaluation of learning. This is especially true in a period of budget cuts affecting the number of support staff members in the Department, its regional offices and in the school boards. Consequently three possible avenues open:

- Maintaining and stepping up the rate of production of support instruments for use in the schools: for example, as they are currently available, guides to formative evaluation in the classroom, prototypes of essay-type examinations, a bank of instruments of measurement, and techniques for helping pupils with problems;

- Dropping certain tests of intellectual achievement and decentralizing the program of tests of general development and tests relating to academic and extracurricular learning;

- Giving special attention to educational evaluation in the context of the need for the group training and in-service training of school personnel; including questions of evaluation in group training and support provided in the establishment of new courses and giving them their just due.

2.1.2 The Certification of Studies

The **Regulation Respecting the Basis of Secondary School Organization** states that, as of 1982-1983, the passing mark shall be 60 percent (Sections 47 and 52). The **General Policy for Educational Evaluation** introduces new requirements relating to the certification of secondary studies:

- all secondary school courses passed by a pupil, beginning with Secondary I, will count;

- fewer Secondary IV and V examinations will be prepared by the Department and administered to all pupils;

- the results of examinations set by the Department will be converted only in order to remedy deficiencies which might penalize pupils;

- the results of these examinations will constitute only a part of the final mark; the other part will come from the school mark.

These measures raise two points which have touched off lively discussion and protestations: the passing mark and the conversion -- erroneously referred to as standardization -- of marks, both of which arouse discussion of the failure rate. Will raising the pass mark from 50 to 60 percent bring about an increase in the number of failures? Is adjusting marks a purely cosmetic measure which simply serves to disguise the truth about failures? What really is the situation?

(a) Should the Department conduct examinations? In establishing the principle that evaluation is an integral part of the processes of teaching and learning, the **General Policy for Educational Evaluation** would seem to suggest a negative answer. In fact, one innovation in the certification system is that the diploma will actually reflect all of the pupil's secondary studies; from the first year onwards, he or she will accumulate, by passing courses, the credits required for

the granting of a diploma. Even in the case of examinations prepared by the Department, the final mark will be drawn only in part from such examinations, the rest coming from the school mark. Thus the principle of evaluation accompanying learning is strengthened.

The fact remains nonetheless, that the **General Policy for Educational Evaluation** foresees the continued existence of examinations prepared by the Department. Their number continues to decrease. From some 400 in the June sessions only a few years ago, they dropped to 132 in June of 1983 and only a score should remain in the basic subjects by 1987. They will, nevertheless, be maintained.

There is no way of getting around the fact that the State has the ultimate responsibility for the quality of the education offered to all students who are obliged to attend school, and for the worth of the diplomas they receive. The administration of system-wide examinations in basic subjects is the means chosen to meet this responsibility:

- It is the favoured method of ensuring that curricula will be respected in certain key subjects, and for providing some control of instruction;

- It is one means of standardizing the requirements for certification;

- It is an efficient means for encouraging respect for the principles of docimology and of curricula in the process of evaluation;

- The school milieu favours the practice.

In this connection, it should be noted that Québec and Newfoundland are the only Canadian provinces to have retained the practice of holding standardized examinations at the end of secondary studies. However, on the recommendation of a study committee, Alberta and British Columbia are considering their revival.

There is, then, an endorsement of this procedure:

. The ministère de l'Education will administer uniform examinations leading to the Secondary Studies Diploma in basic subjects.

(b) Should the marks on the examinations of the ministère be "converted", or adjusted? The tests which, three times a year, are used to measure the achievement of Secondary IV and V pupils expecting to graduate are not, and cannot, be subject to experiment. This being the case, as the Conseil supérieur de l'éducation recognized in its advice on **The Evaluation of Learning,** "it is evident that a scale of conversion aimed at taking into account errors in measurements must be applied, in order to ensure fairness to the pupils"(p. 11).

Since examinations which are only written once cannot be tested, and since there is little likelihood of the papers set in two consecutive years being equivalent, it is the equivalence of groups of pupils in two successive years which serves as a point of comparison. A higher failure rate than expected may arise from one or more defects in an examination and this must be remedied, out of fairness to the candidates. Defects may arise from differences in interpretation of the curriculum, or the diversity of background among those who set the tests. The preparation of June examinations currently involves some 500 teachers. Another factor may be a limited knowledge of docimology on the part of those developing the questions.

Conversion of marks does not, of course, occur with all examinations of the Department. In addition, the number affected has dropped from 150 of 256 papers or 58% in 1977, to 29 of 170, or 17%, in 1982. A significant difference between raw and adjusted scores only appears on some examinations; the number has dropped from 55 of 256, or 21%, in 1977 to 2 of 171, or 1%, in 1981. The failure rate has also dropped: in 1981, it reached 30% before and 22% following conversion; in 1982 the figures were 23% and 18%. These data reflect an improved adaptation of examinations to course content, better quality instruments of measurement and more effective use by the school boards and schools of the statistics published each year by the Department.

Thus, it would appear that the adjustment of the raw scores obtained on the examinations of the Department is both necessary and of limited effect. The practice, which has been applied in Québec for many years, is subject to continuous revision and adaptation. Its fairness has been remarked upon by a number of university-level consultants in both Québec and the United States. There is another way to put the basic question: How to avoid the suspicion that by adjusting marks the Department has somehow disguised the rate of failure? There are several ways, which the Department fully intends to make use of, in accordance with the recommendations of the Conseil supérieur de l'éducation:

- following the intention announced in the **General Policy for Educational Evaluation** only to convert --that is, to validate after the fact-- raw scores received on the Department's examinations in such a way as to remedy internal defects which might affect any questionnaire: invalid items, and excessively high level of difficulty, misinterpretation of a learning objective...;

- to publicize the results province-wide and to communicate to organizations and institutions the raw and adjusted marks, at the same time as analyses justifying the conversions;

- to make better known the objectives and methods of adjusting marks by conversion and moderation.[1]

(c) Should school marks be "moderated"? In virtue of the **Regulation respecting the basis of secondary school organization** "for each course covered by a uniform examination set by the Minister, the Minister counts, for 50% of the mark, the evaluation made by the school board..." (Section 47). However, the marks coming from the school boards obviously are likely to vary. At present, evaluation in Québec tends to be essentially summative and normative. In such a context and insofar as quite dissimilar instruments are used to meet the particular needs of a school board, school or teacher, a way must be found to make "school marks" comparable. To this end, the Department employs a technique referred to as "moderation".

---

[1] See **Instruction annuelle du Ministère aux commissions scolaires concernant la sanction des études secondaires: Bulletins annuels d'information sur les examens: Liste annuelle des examens du Ministère.** See, in particular, **Traitement des données relatives aux examens uniformes de fin d'études secondaires,** 1979.

Now that the pass mark has been raised to 60% and each school community is again pondering the meaning of school marks, it would appear, more than ever, necessary to move toward a uniform system or criterion-referenced grading. In order to encourage this movement, the Department recently published a document entitled "Sixty Percent of What?"[1] The school milieu is requested to attentively study the proposals concerning secondary education contained in the document. When the period of study is completed, the Department will circulate for consultation, during 1983-1984, a proposed information document and a version containing instructions. A similar procedure will be followed for elementary schools.

As for summative evaluation, the Department has decided upon the following:

- to encourage criterion-referenced interpretation of scores, rather than norm-referenced interpretation;
- consequently, to plan to drop, in the middle term, the practice of the "moderation" of marks.

(d) Is it possible for true failure rates to be known and accepted? The marks distributed by the Department indicate both individual results and rates of failure. The marks include some results which have undergone conversion and some that have not. Do the former conceal the facts? Not where conversion has been applied only to remedy defects inherent in the examination papers; certainly, if the application of the curve serves only to artificially reduce the rate of failure. Vigilance and an open approach to the question are essential -- means to this end were considered in discussion of an earlier question -- so that the facts of the matter be disclosed.

There must also be acceptance of the existence of failure. Is there such a thing as an acceptable rate of failure? Educators must be neither blind nor passive when alarming rates of failure occur. Governments, and Québec is no exception,

---

[1] **Document de réflexion: 60% de quoi?** A document of reflection on marking, the recording of marks and the transmitting of grades in summative evaluation, Secondary school classes, January 1983.

are much concerned with school failure rates. The causes are many and complex, as two recent studies have indicated. One on **L'inadaptation scolaire,** a product of Franco- Québec cooperation, was published in the Cahiers du C.O.P.I.E. The other, written by Réginald Grégoire, entitled **La formation et insertion des jeunes de 15 à 18 ans dans la société: un défi de toutes les institutions,** was published by the Direction des recherches of the ministère de l'Éducation. The whole thrust of the operations for updating, renewal and revival encouraged by **The Schools of Québec** is in the direction of a reduction in the number of failures and the improvement of the quality of learning. As far as evaluation, in particular, is concerned, the **General Policy** attests to the efforts being made in favour of formative evaluation, the type that is a partner of teaching and goes on at every stage of the learning process in terms of the clearly defined objectives included in the curriculum.
The following areas have been selected for action:

- the failure rates on departmental examinations will be established realistically and made available so as to elicit appropriate alterations in curricula and teaching methods;

- as a priority, the Department and the school boards will assist teachers in their application of formative evaluation to learning; attempts will be made to verify the extent to which pupils have mastered course material. The aim will be to diagnose weaknesses at the elementary level, before their cumulative effect has been to discourage both pupils and teachers and the selection of methods suitable for remedying such weaknesses.

2.2 Evaluation of Curricula

The Department has drawn up a **Framework for the Evaluation of Courses of Study in Preschool, Elementary and Secondary Education** (December, 1981). The complete review of all courses has now been completed, following the publication of **The Schools of Québec,** a policy statement, and the adoption of the new **régimes pédagogiques.** The **Framework for Evaluation** served as a guide during the course of this revision and the Department will continue to use it in an ongoing appraisal and updating of the revised programs.

At the same time, this **Framework** will be applied in the wider fields of the revising and revamping of curricula in a variety of areas of basic and continuing education.

The aim of the exercise is to bring about improved dialogue and coordination within the Department, between the Department and the educational system and between the world of education and the world of work. Agreement has already been reached among the Department branches concerning two draft documents on vocational training. These were distributed for consultation to the educational bodies concerned in the fall of 1983: **L'élaboration, la révision et la mise à jour des programmes de formation professionnelle**, and **L'information et la concertation entre le monde de l'éducation, ses partenaires ministérielles et le marché du travail** (June 1983). The Department will continue this operation by broadening it to consider those processes which influence the curriculum. The place of evaluation in these processes is clear. The phase of analysis of needs, the starting point for the development or review of a course of study, necessarily includes evaluation. It must, however, be regarded as a distinct phase, occurring at certain key moments in the evolution of a program, such as the end of the implementation period, the exit of the first group of pupils or students, the end of an application cycle -- or foreseen in terms of a plan covering the overall curriculum and laying down, for each year of a three-year cycle, what shall be evaluated.

The evaluation of curricula attempts to ensure the relevance of content to stated needs, as well as the effectiveness and efficiency of the means applied. This must be done in a perspectve which goes beyond individual courses and sees them as a whole, in terms of a subject, level or cycle of elementary or secondary education, with a view to assuring their coherence. This perspective may, however, be broadened further to include what may be referred to as a cultural analysis of courses. It becomes a question of instituting evaluation in terms of the aims of society as a whole, rather than those of the courses themselves. What view of the world do the courses project or favour? Which ways of perceiving, being, feeling and behaving do they encourage? These questions reveal an important area of the evaluation of curricula into which it is vital to enter.

The Department, therefore, intends to continue in the following directions:

- to complete the reexamination and improvement of procedures for the development and review of curricula, with evaluation in mind;

- to study the values, concepts, social and cultural models inherent in the various curricula in use in the educational system.

2.3 Evaluation of Personnel

The evaluation of personnel is an important subject about which, it must be said, the majority of those involved have their reservations, in such a way that school boards do not exercise their responsibility in this matter in an equal manner.

Nonetheless, the subject has aroused increased attention because of circumstances: the dwindling of enrolments and the overabundance of staff, new administrative practices, the economic climate... Discussions, even controversies, arise, since values, interests and rights are in conflict. Thus, the proposal of merit pay for administrative and managerial staff has not met with a warm reception from educational organizations. There is less and less agreement concerning certain objectives which should be the aim of staff evaluation: to assist in the improvement of human resources, to stimulate excellence in the school system, to facilitate in-service training. The evaluation of personnel should also, normally, be seen as a part of the decision-making process regarding hiring, rehiring, dismissal, promotion and job assignment.

Because of the importance of human resources to the attainment of the objectives for which the educational system is responsible:

- the Department, through its administrative and salary policy, will continue to participate in the establishment of rules for the evaluation of the administrative and supervisory personnel of academic institutions;

- the Department will urge academic institutions to provide themselves with procedures for the evaluation of their personnel in terms of their managerial responsibilities;

- the Department will look with favour on any initiative aimed at evaluating the human resources operating within academic organizations.

2.4 Evaluation of Institutions

Educational institutions have, as yet, seldom introduced the evaluation of the complete range of their operations and activities as part of their normal procedure. The Department provides a procedure and the necessary institutional evaluative tools for simplifying, within a given school, the task of drawing up the school's profile and checking the state of the educational climate it represents, the instructional and ancillary services it offers and its administration. The educational project serves as the cornerstone of the proposed reorganization in **The Québec School: A Responsible Force in the Community;** as well, schools will be under an even greater obligation to develop their own educational project, and, having received new powers, will be required to fend for themselves. Therefore, institutional evaluation, as a means of taking stock of the actual state of the school and as a part of the decision-making process affecting orientations, will doubtlessly assume even greater importance and bring about needed improvements.

The method being called for is that:

- the Department support the school boards in the assistance they provide to schools in the development of their educational projects, particularly in the phase of evaluation in which they are involved.

2.5 Evaluation of the System

In the elementary and secondary educational systems, evaluation is a feature of academic performance in particular; it also applies to financial administration. It is not surprising that educational evaluation should occupy an important place, given the compulsory nature of schooling. But the evaluation of the system as a whole does not loom very large, either at the level of the Department, nor at that of the school boards. There is little doubt that the work of the boards, committees, and special groups should be recognized, including those which are concerned with consultation, the development of policies and plans set up periodically to examine particular services. These include services for children with learning and adaptation problems, services for economically depressed areas, and initial and in-service training of teachers. The entire elementary and secondary system has been the target of a widespread campaign for renewal and revitalization in recent years, ever since the government circulated the Green Paper for public discussion, culminating in a policy statement and plan of action.

One cannot, however, claim that either the Department or the school boards have a well-articulated policy of systematic evaluation of elementary and secondary education. In drawing up its **General Policy on Educational Evaluation,** the Department was obliged, in a sense, to remind itself of its own responsibilities: verification of the quality of all aspects of learning, which receives less attention than it merits. The Department must, in effect, ensure that the same level of educational services is available throughout Québec, and that the objectives of the curriculum are attained by the pupils in its schools. Tests at the end of each cycle have been retained in order to assess the general quality of learning.

Data which provide information concerning the educational system are vital to the practice of this type of evaluation. In a sense, they abound. Yet, they either remain under-used, lacking well-planned evaluation, or else they do not correspond to clearly defined criteria which should have been defined prior to their gathering.

This is particularly the case with the general evaluation of learning, independent of individual courses, as it relates to the overall objectives of education. In this regard, the Department intends, in concert with its partners, to explore the possibility of establishing in Québec an evaluative instrument similar either to the Ontario Assessment Instrument Pool (OAIP) of our sister province, to instructional evaluation applied to French colleges,[1] or to the National Assessment of Educational Progress (NAEP), used in the United States since 1969 by the Education Commission of the States.

NAEP provides a good starting point for exploratory work, since it offers objectives very like those which it would appear necessary to follow here and indisputable guarantees of methodological rigour. It must be added that some fifteen years of experience, albeit foreign, cannot but help avoid the fumblings which could happen from starting from scratch in a similar endeavour. Those who have reservations concerning such borrowing may find reassurance in the fact that docimology knows no borders and that its methods have many applications.

1- Ministère de l'Éducation nationale, **Évaluation pédagogique dans les collèges,** Études et documents no 82-2, Paris, 1982.

The National Assessment of Educational Progress is a procedure whereby the quality of acquired learning may be measured among young people of the ages of 9, 13 and 17 years in ten areas of study: art, music, literature, professional development, social sciences, reading, writing, mathematics, civics and science. A follow-up is also carried out with young adults in the 26 to 35 age-group. Unlike standardized examinations, which address individuals and situate them in comparison with a group norm, the NAEP exercises are devised with reference to learning content and objectives, and seek to measure the performance of groups rather than individuals. For this reason, the groups are organized in terms of age, sex and certain demographic and socio-economic variables. It is, therefore, unnecessary for each individual to complete each of the operations, since he or she belongs to a group statistically equivalent to any other. Administered locally, the tests are not constructed in terms of subject content offered in a particular institution, but rather in terms of objectives defined nationally by representatives of all the groups involved: teachers, administrators, parents, etc. Thus, NAEP does not attempt to evaluate the quality of the teaching provided. Its focus is national and its results serve mainly to inform decision-makers and the public concerning the progress made by students over the years in specific fields. It goes without saying, where the scores of one subgroup or another indicate a need, more specific studies may be carried out in order to identify the cause of certain shortcomings and to remedy them. In addition, the methodological flexibility of the instrument is such that each local organization or institution may make use of it for its particular purpose and compare the performance of its pupils with those in the national sample.

In order to have at its disposal general information about the Québec educational system at the preschool, elementary and secondary levels, the Department has decided to proceed in the following ways:

- pursue the avenue of work already undertaken by a departmental committee on the rationalization of data collection. The Department will seek to identify the most meaningful trends through its data-processing activities, and through the introduction and use of analysis results in developmental processes;

- examine the hypothesis of integrative procedures that permit, as with the American NAEP, to verify whether or not the school system has attained training objectives in relation to variables yet to be determined, like training fields, administrative regions and descriptive characteristics of pupils.

C. REFERENCE DOCUMENTS

Laws and Regulations

The Education Act, R.S.Q.,C.I-14

The Act Respecting the ministère de l'Éducation, R.S.Q., C. M-15

The Act Respecting the Conseil supérieur de l'éducation, R.S.Q., C. C-60

The Act Respecting Private Education, R.S.Q., C. E-9

The Financial Administration Act, R.S.Q., C. A-6

Bill 40, An Act Respecting Public Elementary and Secondary Education

Regulation Respecting the Basis of Elementary School and Preschool Organization

Regulation Respecting the Basis of Secondary School Organization

Regulation No. 4 Respecting the Permit and Licence to Teach

Regulation No. 5 Relative to the Criteria of Evaluation of Schooling as a Factor Used in Determining the Qualification of the Teaching Personnel

Regulation Concerning the Act Respecting Private Education

Regulation of the Catholic Committee of the Conseil supérieur de l'éducation Concerning Confessional Teaching Institutions Recognized as Catholic

Regulation of the Protestant Committee of the Conseil supérieur de l'éducation Concerning Confessional Teaching Institutions Recognized as Protestant

Documents of the ministère de l'Éducation

The Québec School: Policy Statement and Plan of Action, 1979

Adapting Schools to their Milieux: Policy Statement for Schools in Economically Disadvantaged Areas, 1980

The School and Children with Difficulties of Learning and Adaptation, 1978

The Québec School: A Responsible Force in the Community, 1982

The Vocational Training of Young People: Proposals for Revival and Renewal, 1982

The School's Educational Project, Direction générale des réseaux, 1980

General Policy for Educational Evaluation for Preschool, Elementary and Secondary Schools, Direction générale du développement pédagogique, 1981

List of Official Examinations, 1981-1982 School Year, Direction générale du développement pédagogique, 1981

Information Bulletin Concerning Examinations, Direction de l'évaluation pédagogique (annual publication, September)

Traitement des données relatives aux examens uniformes de fin d'études secondaires, Direction de l'évaluation pédagogique, 1979

Report on the Conversion of Uniform Examinations of the Department (annual publication)

School Report, Elementary Level, Direction de l'évaluation pédagogique, 1981-1982

School Report, Secondary Level, Direction de l'évaluation pédagogique, 1981-1982

Tests relating to general development offered by the Service de développement de la Direction de l'évaluation pédagogique, 1981-1982, Direction générale du développement pédagogique, 1981

Fiche d'auto-appréciation de l'élève, enseignement primaire, Direction de l'évaluation pédagogique, 1981-1982

Fiche d'auto-appréciation de l'élève, enseignement secondaire, Direction de l'évaluation pédagogique, 1981-1982

Feuille de route de l'élève, Direction de l'évaluation pédagogique, 1981-1982

Formule d'aide à l'élève qui rencontre des difficultés, bilan fonctionnel et plan d'action, questionnaire sur l'environnement scolaire immédiat de l'élève du primaire, Direction de l'évaluation pédagogique, November, 1981

Formule d'aide à l'élève qui rencontre des difficultés, bilan fonctionnel et plan d'action, questionnaire sur l'environnement immédiat de l'élève du préscolaire, Direction d'évaluation pédagogique, November, 1981.

Guide docimologique, Direction générale du développement pédagogique:

Fascicule 1: **Introduction à la mesure et à l'évaluation,** 1978;
Fascicule 2: **Les objectives d'apprentissage dans l'optique de la mesure et l'évaluation,** 1978;
Fascicule 3: **Notions sur la taxonomie,** 1978;
Fascicule 4: **Les instruments de mesure utilisés dans le cadre de l'évaluation normative,** 1978;
Fascicule 5: **Conseils pratiques pour la construction d'un instrument de mesure,** 1981;
Fascicule 6: **Notions relatives aux qualités d'un instrument de mesure utilisé dans le contexte de l'évaluation normative,** 1977.

Fichier de documentation. Évaluation du système scolaire. Documentation générale, année 1981-1982, Direction générale du développement pédagogique, August, 1981

Fichier de documentation. Évaluation des apprentissages, année scolaire 1981-1982, Direction générale du développement pédagogique, August, 1981

The Budgetary Rules (annual publication)

Dans mon école, Direction des politiques et des plans, 1981

Le vécu scolaire, Direction des politiques et des plans, 1978

L'école ça m'intéresse?, Direction des politiques et des plans, 1980

Le fonctionnement général de l'école primaire. L'opinion du comité d'école, Direction des politiques et des plans, 1980

Le fonctionnement général de l'école secondaire. L'opinion du comité d'école, Direction des politiques et des plans, 1980

Les pratiques pédagogiques. Questionnaire à l'intention du personnel enseignant, Direction des politiques et des plans, 1981

Les pratiques administratives. Questionnaire à l'intention des directeurs d'école, Direction des politiques et des plans, 1981

Cadre relatif à l'évaluation des programmes d'études des niveaux primaire et secondaire, Direction générale du développement pédagogique, September 1981

Matériel didactique agréé par le ministère de l'Éducation pour les écoles primaires et secondaires de langue française, Direction générale du développement pédagogique, July 1981

Matériel didactique agréé par le ministère de l'Éducation pour les écoles primaires de langue française, 1979-1980, Direction générale du développement pédagogique, May 1979

Relance, Direction des politiques et des plans, 1982

Other Documents

Protestant Committee, **What does 'Acceptable' Mean?** Criteria used by the Protestant Committee for the approval of teaching materials, 1976.

Protestant Committee, **Quest for Quality in the Public Protestant Schools of Québec,** 1980

Comité catholique, **C'est à dire. Regards sur les mots pour dire l'éducation chrétienne dans les écoles,** 1981

Marthe Henripin and Gilles Ayotte, **Se prendre en main pour les enfants. Le projet éducatif de l'école,** Conseil supérieur de l'Éducation, 1980

CHAPTER II

EVALUATION IN THE CEGEP SYSTEM

"Persistent queries regarding the quality of instruction sometimes rest, we may agree, on shallow generalizations and more often than not are delivered up in the manner of simple catch-phrases. Certain shortcomings, though have been cited far too often for there to be any doubt as to their legitimacy... Undoubtedly this question is linked to a more global problem caused by what we can now consider to be an oversight in the 1967 reform: the absence of mechanisms capable of measuring with any precision the quality of the institutions and the instruction dispensed therein, as well as that of the degrees awarded... Thus... the government intends to encourage the practice of evaluation at every level in the CEGEPs."

Colleges in Québec. A New Phase: Government Projects in the Area of CEGEPs, 1978, pp. 24 and 39.

After examining the responsibilities and practices of each of the parties involved -- the ministère de l'Éducation, CEGEPs, both public and private -- concerning evaluation, the present chapter will include general comments on the subject.

A. THE PARTNERS, THEIR RESPONSIBILITIES AND PRACTICES

1. The ministère de l'Éducation

1.1 Responsibilities

1.1.1 As far as the CEGEP network is concerned, the responsibilities of the ministère de l'Éducation in the field of evaluation derive from the powers conferred upon it by statute. They are based on the general mandate conferred upon the Minister of Education by the **Act Respecting the ministère de l'Éducation:**

> "... for promoting education and assisting the young in the preparation and planning of their future, and for ensuring the progress of educational institutions" (Section 2).

1.1.2 By virtue of his overall responsibility, the Minister of Education -- the Department acting as his intermediary -- is granted by statute the general authorization and, at the same time, the duty to undertake forms of evaluation by instituting studies, requesting data and information, submitting an annual report to the National Assembly and by instituting inquiries.

- Under the **Act Respecting the ministère de l'Éducation** "the Minister may cause such studies and investigations to be made as he considers useful or necessary for the carrying out of the activities of the department..." (Section 3).

- The Minister is obliged to submit an annual report to the National Assembly: "The statistics and other information necessary for the preparation of such report shall be given to him, before the 31st of August each year, and by every educational institution in accordance with the forms that he shall supply for such purpose" (Section 4).

- Under the **General and Vocational Colleges Act:** "The Government may direct a person whom it appoints to make an inquiry into any matter related to the administration or operation of a college" (Section 29).

"The Lieutenant-Governor in Council may, after an inquiry is conducted under Section 28a, order that the powers of a board be suspended for such period as he determines, and appoint an administrator, who shall exercise the powers of the board where:

(a) the college takes up a practice or tolerates a situation incompatible with the pursuit of its objectives;

(b) a college incurs an expense which is not provided for in the budget approved by the Minister or which has not been specially authorized by the Minister under Section 25.

The Lieutenant-Governor in Council may then dismiss any person who is a member of the board." (Section 26)

"The Minister, after the holding of an inquiry under Section 28a, may appoint a controller in charge of ensuring the proper use of public funds in a college which does not control its budget sufficiently" (Section 28a).

As well as the Minister of Education, the Auditor General, reporting to the National Assembly, has a power of examination, under the terms of the **Financial Administration Act:**

"Every establishment, institution or association [receiving a grant from the government] shall allow the Auditor-General or any person authorized by him to have access thereto, examine the books, records and accounts relating to the use made of any government grant, make extracts or copies therefrom and examine under oath any person in relation thereto..." (Section 83).

1.1.3 The terms of the Professionel Code entrust to the government responsibility for determining "which diplomas issued by the teaching establishments... give access to a permit or a specialist's certificate "(Section 184).

The General and Vocational Colleges Act stipulates that:

"The Lieutenant-Governor in Council may make general regulations respecting

(a) the by-laws to be adopted by a college;
(b) curricula, student admissions, examinations and diplomas;
(c) the qualifications of the academic staff;

(d) the financial limits within which a college may acquire, build, lease, enlarge, convert or alienate an immoveable without the authorization of the Lieutenant- Governor in Council;
(e) accounting, auditing, books to be kept, and returns and statistics to be furnished to the Minister;
(f) the information to be supplied by each college in its annual report;
(g) the social benefits, remuneration and other conditions of employment of the members of the staff who are not members of a certified association;
(h) the conditions and modes of alienation of surplus moveable or immoveable property of a college;
(i) the procedure of appointment, the renewal of the term of office and dismissal of the principal and the academic dean of a college."

"The Lieutenant-Governor in Council may also make a regulation to determine the powers that may be exercised by the Minister in the application of the by-laws contemplated in subparagraph b of the first paragraph" (Section 18).

The Act further specifies that the government must authorize certain actions of the colleges concerning buildings and equipment (Section 6), and that the annual budget of each college is subject to approval by the Minister (Section 25).

1.1.5 The **Act Respecting the Conseil supérieur de l'éducation** makes it a duty of the Minister to "prepare... the regulations that are to govern the following matters:

(a) the classification and nomenclature of schools and other educational institutions and of the diplomas conferred by them;
(b) ...
(c) the coordination of education in all grades;
(d) the standards for territorial division and the equipment of the educational establishments administered or subsidized by Québec" (Section 30).

1.1.6 The **Act Respecting Private Education** and its accompanying Regulations attribute to the Minister of Education the responsibility for declaring private institutions to be of public interest, to recognize them for purposes of grants or to recognize them through the issuing of a permit.

1.1.7 The **régime pédagogique**, published in the **Cahiers de l'enseignement collégial**, provides a framework of regulations for studies in all public and private institutions. In the field of evaluation, the responsibilities of the Department are defined in the following articles:

- "Each course includes a final examination administered on behalf of the Department of Education"(Section 23).
- "The Department reserves the right to examine course outlines, methods of evaluation, the test questionnaires, the correction of copies of examinations and other work" (Section 26).
- "The Department of Education may use appropriate means to evaluate the teaching offered in the colleges" (Section 27).
- "The Ministry of Education awards a diploma or a certification or an attestation to students upon successful completion of their courses as found in the **régime pédagogique**" (Section 32).

1.2 Practices

The responsibilities of the ministère de l'Éducation are carried out in various ways.

1.2.1 Evaluation of Learning

As far as the evaluation of learning is concerned, the Department provides funds for the development of techniques and instruments intended to assist CEGEPs in carrying out their obligations. The Minister issues diplomas on the recommendation of the CEGEPs.

1.2.2 Evaluation of Curricula

The Direction générale de l'enseignement collégial carries out the evaluation of curricula by a process of coordination. This procedure brings together personnel from the CEGEPs, employers, graduates and organizations, such as government departments, professional associations, etc., for the conception and revision of curricula. Where a single CEGEP offers a particular course, it assumes the responsibility for the process, with the assistance and supervision of the Direction générale de l'enseignement collégial.

1.2.3 Evaluation of Teaching Materials

The Department supports the CEGEPs in their evaluation of teaching materials.

1.2.4 Evaluation of Personnel

The Department plays no direct part in the evaluation of CEGEP personnel. However, in the negotiation of collective agreements, it participates in the definition of clauses having a bearing on the evaluation of personnel which the institutions conduct, concerning, for example, recognition of experience and the acquisition of tenure.

As far as private colleges are concerned, the Department takes an institution's staff into account in the decision to grant or withhold recognition of official status.

1.2.5 Evaluation of Financial and Material Ressources

Each year, the Department analyses, with the administrators of each CEGEP, their management of the institution's financial and material resources. It also examines their financial statements and budgetary estimates.

The same process is carried out in the case of private colleges, for grant purposes.

1.2.6 Evaluation of Institutions

As part of its program of annual grants, the Department subsidizes various types of institutional assessment which are carried out by the colleges. The following might be subject to such analysis:

- the student population of the CEGEPs, their origins, characteristics, needs, choices;
- the identification of the goals pursued by the institution, their expression as objectives, priorities, and their application;
- the development of plans for expansion;
- the operation of a service;
- the nature, quality and use of teaching materials in regard to course objectives;
- current practices in student evaluation;
- the careers of former students, be they graduates or not.

The Department subsidized some ten selected projects in 1983-1984.[1]

[1] See **Projets soumis par les CEGEP et retenus pour fins de subvention** 1982-1983. Direction générale de l'enseignement collégial, 1983.

Research centres have also received grants: for example, INRS Education for the development of **Perception étudiante de la relation professeur-étudiants** (a test), or the Centre d'animation, de développement et de la recherche en éducation for work on institutional analysis.

The Department itself developed for CEGEP use the questionnaire entitled **Comment la population étudiante perçoit le collège.** It also provides the colleges with the results of the **Relance** surveys which it conducts regularly among students leaving CEGEP. Private institutions undergo a global evaluation at the time of granting or revising a statute for grant purposes.

From time to time, the Department strongly encourages the evaluation of an institution by outsiders. Such was the case with the Collège de Limoilou in 1979. The committee submitted an exhaustive report in the context of systemic evaluation.[1]

1.2.7 Evaluation of the System

In 1973, the ministère de l'Éducation requested a special report on the state and needs of CEGEP education of the Conseil supérieur. The report, **Le Collège,** was published in 1975, after widespread discussion and many studies. Assessment of the entire CEGEP system continued until the publication in 1978 of the White Paper entitled **Colleges in Québec: Government Projets in the Area of CEGEPs.**

Particular aspects of the system may also be examined. For example, in 1969-1970, a special committee was put in charge of studying the system of compulsory core subjects. Operation **Relance** also sheds light on the degree of student satisfaction on completion of their studies and the conditions affecting their vocational and special integration. Other data have been collected and published that may serve as indicators of the effectiveness of the system: failures, dropouts, period of study toward a Diploma of College Studies, etc.

---

[1] **Le rapport du comité d'évaluation pédagogique du Collège de Limoilou,** Québec, November, 1979.

2. Advisory Groups

2.1 The Conseil supérieur de l'éducation

Under the terms of the **Act Respecting the Conseil supérieur de l'éducation,** the Conseil must present an annual report on the state and needs of education and may submit recommendations to the Minister on any educational subject (Sections 9 and 10). It must also provide advice on proposed regulations, which the Minister is obliged to refer to the Conseil, concerning:

- the classification and nomenclature of educational institutions and the diplomas conferred by them;
- the coordination of education at all levels;
- the standards for territorial division and the equipment of the educational establishments administered or subsidized by the province (Section 30).

In 1979 the Act was amended, at the creation of the Conseil des collèges, to abolish the Conseil's Commission on College Education and to remove matters relating to CEGEP education from the list of subjects for proposed regulations which the Minister is obliged to submit to the Conseil for advice (with the exception of the matters listed above). However, consideration of college-level education remains within the Conseil's general mandate.

It was the Conseil supérieur which, at the request of the Minister, carried out the studies and consultations which led to the publication of the report **Le Collège,** in 1975.

2.2 The Conseil des collèges

2.2.1 Responsibilities

According to the **Act Respecting the Conseil des collèges:**

> "The function of the Council is to advise the Ministre de l'Éducation on the draft regulations, on the matters contemplated in section 14 and on any other question concerning college education referred to it by the Minister. It shall report to the Minister on the state and needs of college education"(Section 12).

Section 14 specifies that the Minister of Education is obliged to seek the advice of the Conseil on:

- draft regulations concerning the curriculum, student admissions, examinations and diplomas;
- proposed regulations concerning the certification of teachers;
- proposals to establish new colleges;
- proposals to create new courses developed by the Minister;
- the plan for the distribution of courses;
- policies for the allocation of annual grants for college education;
- the plan and rules for the distribution of funds for investment.

In the exercise of its functions, the Conseil may:

"(a) suggest goals to be pursued to ensure the development of college education and revise them periodically;

(b) invite opinions, and receive and hear the petitions and suggestions of the public in matters of college education;

(c) make recommendations to the Ministre de l'Éducation on any matter relating to college education;

(d) cause to be carried out such studies and research as it deems useful or necessary to the accomplishment of its duties" (Section 13).

The Act establishes a Commission de l'évaluation as part of the Conseil.

"The evaluation commission shall examine the evaluation policies of the institutions and their implementation of them, and advise the Council in the light of this examination. It shall, in addition, offer to the colleges an evaluation service respecting the curricula or any aspect of their institutional practices" (Section 17).

2.2.2 Practices

Given the relatively recent establishment of the Conseil des collèges and of its Commission de l'évaluation, both are as yet in an initial stage of definition and experimentation. The Conseil has given notice, however, of how it proposes to exercise its mandate.

As part of its prime responsibility (the examination of the policies of evaluation adopted by the CEGEPs and of their implementation) the Conseil will ensure that these decentralized and autonomous institutions assume the duties and obligations conferred upon them by the Act and for which they are accountable to the State and to the community of which they are a part. The rules which the Conseil has laid down for the accomplishment of this duty bear witness to the aim which it pursues: to contribute to the development of institutional policies and practices of evaluation. The Commission de l'évaluation carries out its supervisory role as much at the request of the colleges as on its own initiative. It proposes to publish the general framework and criteria on which its actions will be based. The results of its analyses will be communicated only to the administrative council of the CEGEP concerned. It will make an annual report to the Conseil which will be made public, and which will include a general picture of institutional evaluation policy and the advice presented to the Conseil on the basis of the analyses it has carried out. The Commission has indicated its intention to give priority to the area of pedagogical evaluation: the assessment of learning, of teaching and of curricula.

As the second part of its mandate, the Conseil des collèges offers institutions a service for the evaluation of their teaching programs or of any particular aspect of their in-house practices. Here again, the rules enunciated by the Commission de l'évaluation indicate its intention: to offer a service. To be accepted, requests for service must concern the practice of evaluation and not the application of policies which the Conseil might be requested to assess as part of the first section of its mandate. Services will be provided upon request by the representatives of a CEGEP to whom, alone, the findings will be communicated. Requests will be accepted on the basis of known criteria and the persons involved will not be members of the Conseil or of the Commission, nor will they be permanent members of its secretariat.[1]

---

[1] See Conseil des Collèges, **Deuxième rapport annuel 1980-1981**, pp. 10-12, 55-59.

At the end of 1981-1982, the Commission de l'évaluation published its first annual report.[1] The first section contains an analysis of the conditions in which the colleges find themselves in facing up to their obligation to provide themselves with in-house evaluation policies. The Commissions's observations are based on its discussions with a score of public and private colleges. It describes the difficulties of assessment but also the factors favourable to the development of institutional, or in-house policies. The second part outlines the basis for evaluation which the Commission proposes to use in the accomplishment of its mandate. Finally, the Commission makes a number of comments to the Conseil on which was based the advice presented to the Minister.[2] His reaction was communicated to the Conseil in a letter of April, 1983.[3] In essence, the Minister indicates therein the measures already taken by the Department which reflect the spirit of the Conseil's recommendations. These include clarification of the levels of responsibility in matters of evaluation, agreement of the text of the teachers' collective agreement with the obligation of the CEGEPs to apply their in-house evaluation policies, explicit mention in a forthcoming regulation on CEGEP studies of this obligation on the part of the colleges, support for CEGEPs in follow-ups to the work conducted jointly by the Fédération des collèges and the Direction générale de l'enseignement collégial.

2.3 The Commission consultative de l'enseignement privé

Set up under the **Act Respecting Private Education**, the Commission consultative de l'enseignement privé is in charge of furnishing advice to the Minister on requests presented by institutions seeking declaration that they are of public interest, recognition for purposes of grants, or a permit. It reports annually on its activities to the Minister.

---

1 Commission de l'évaluation, **Rapport annuel 1981-1982**, June 21, 1982.

2 Avis du Conseil des collèges au Ministre de l'Éducation sur l'établissement de politiques d'évaluation dans les collèges, November 23, 1982.

3 Letter of the Minister of Education, Dr. Camille Laurin, to the Chairperson of the Conseil des collèges, Jeanne Blackburn, April 12, 1983.

3. Public Institutions

3.1 Responsibilities

Public CEGEPs are corporations governed by **the General and Vocational Colleges Act.** Among the CEGEPs' responsibilities, the Act specifies the following:

- that they offer the programs for which they have received the sanction of the Department (Section 6);
- that they administer their financial and material resources in conformity with the requirements and authorizations of the government or Department (Section 6);
- that they may make by-laws concerning the appointment, functions and powers of the members of their staff (Section 19);
- that they must submit their annual budgets to the Minister for approval (Section 25);
- that they present an annual financial statement and report of their activities (Sections 27 and 27a).

The college-level **régime pédagogique** provides:

- that the colleges administer a final examination in every course (Section 23);
- that the ministère de l'Éducation issue a Diploma of College Studies at the request of the CEGEP's administrative council (Section 33 and 34);
- that the ministère issue a Certificate of College Studies or an Attestation of College Studies at the request of the Director General of a CEGEP (Sections 35-39).

3.2 Practices

3.2.1 Evaluation of Learning

The choice of methods for the evaluation of learning is left to each CEGEP: periodic tests, essay-type examinations, objective examinations, research projects and other assignments.

3.2.2 Evaluation of Curricula

CEGEPs attempt to determine the training requirements of the region they serve by means of meetings, inquiries and surveys. In addition, the Department involves them in assessing needs before instituting a province-wide course.

The Department determines the outline of courses in the curriculum for the province. However, each CEGEP is free to adapt courses to meet the needs of the students of the region it serves. The CEGEPs also collaborate with the Department in the evaluation of courses.

3.2.3 Evaluation of Personnel

Each CEGEP is responsible for the evaluation of its staff, whether it be for hiring, assignment or promotion. Evaluation policies and practices are varied and must respect the requirements of collective agreements, as well as the policy on administration and salaries (P.A.S.).

3.2.4 Evaluation of Teaching and Teaching Materials

Each CEGEP works out its particular method of assessing its pedagogical practices and the teaching materials it uses, or proposes to use.

3.2.5 Evaluation of Material and Financial Resources

Within the context of standards laid down by the Minister of Education, each CEGEP proceeds with the evaluation of its material and financial needs, as well as with their management. It reports these requirements to the Minister in its financial statement and annual report.

3.2.6 Evaluation of Institutions

In-house evaluation enables the public to ascertain whether the institutions are properly carrying out their duties and providing the communities of their region with the educational services expected of them. One way in which the CEGEPs contribute is through their annual report. Some institutions have set up an in-house evaluation policy and make an effort at self-analysis. And most colleges conduct surveys among their graduates.

Through the offices of their association -- the Fédération des CEGEP -- the colleges have used the Centre d'animation, de développement et de recherche en éducation for several institutional analyses and to conduct a number of studies of various aspects of their operation and services. In 1977, the tenth anniversary of the CEGEP system was marked by activities aimed at the evaluation of college education at the CEGEPDIX symposium.

More recently, the Fédération des CEGEP, with the assistance of the Direction générale de l'enseignement collégiale, has undertaken a research project on in-house evaluation policies at the CEGEP level. This study produced a voluminous report which will be useful tool for reflection and activity coordination within the institutions.[1]

4. Private Institutions

According to the **Act Respecting Private Education** and its accompanying Regulations, private institutions must submit to evaluation by the Department in order to be declared of public interest, to be recognized for grants or to receive a permit. The Act obliges "every person who operates an institution", among other things, to:

- "allow any person authorized by the Minister to visit the institution which he operates and give him such information as he may require;
- provide such statistics as the Minister may require;
- file a financial report, in the form prescribed by the Minister" (Section 56).

Private institutions are subject to the **régime pédagogique** for the college level of studies.

Various policies and practices of in-house evaluation have been set up in the institutions. The Association des collèges du Québec provides services for its members; it has given to the Centre d'animation, de développement et de recherche en éducation a mandate for studies of institutional assessment.

---

1 Fédération des CEGEP, **Vers des politiques institutionnelles d'évaluation,** 4 volumes, Autumn 1982.

B. OVERALL CONSIDERATIONS

1. Lines of Force

The dynamics of a system of post-secondary education arise from tension, in the energetics- related sense of the term, between the responsibility of the institutions and that of the State. This characteristic, similar to that noted previously in the elementary and secondary system, blends with two others which are more distinctive as far as evaluation is concerned. From the pedagogical point of view, state intervention decreases and harmonizes with education once the compulsory attendance point has been passed. In addition, a third partner, the Conseil des collèges plays a special role, bringing into action an outside observer other than the State.

Both the spirit and the letter of the law which set up the colleges of general and vocational education (CEGEPs) in 1967 conceive of them as public corporations, legal and administrative entities. Built around then-existent institutions -- classical colleges, technical institutes, nursing schools and teachers' colleges -- each of which had its own traditions and was most often closely linked to the community it served and, inspired by the experience of North American colleges, the CEGEP enjoys a heritage of autonomy and local tradition which the law has preserved. The Act confers upon a board of governors, the representative of the community, the responsibility for each CEGEP.

In addition, given the need to broaden access to post-secondary education, not only for those young people desirous of going on to university, but also for those seeking more advanced technical training, a collective decision was made to create a distinct intermediate level of studies. While this is not a university level, it is part of higher education and is open to all students, regardless of social background or orientation, preparing under the same roof those going on to university and those preparing for the world of work. This special status of the CEGEP requires of the State a type of intervention different from that involved in elementary and secondary schools, where attendance is compulsory. If rationalization and standardization are required in order to assure that all young people who so desire have access to studies, and that there is equality of opportunity for entrance either into the university or into the labour force, the responsibility lies first of all with the colleges themselves.

Evaluation is carried on within this general framework. While the role of the colleges is considerable, given their overall responsibilities, State involvement is not to be denied. What are the CEGEPs' obligations? They must, first of all, evaluate themselves as institutions, in terms of their operations and services. They must draw up their policy of institutional assessment and set up systems to that end, and they are obliged to submit an annual report. Evaluation of staff is an obligation of the CEGEPs because of the terms of the collective agreement with unionized staff, and of the administrative and salary policy, in the case of other employees. They also have a sizeable responsibility for pedagogical evaluation: teacher qualification, assessment of teaching materials, evaluation of instruction, evaluation of new courses for whose implementation they are responsible, response to community requirements and the general assessment of learning.

The duties assumed by the State are, first, those arising from the use of public funds granted the CEGEPs; the Minister of Education approves the budget of each institution, authorizes certain acts of the administration which exceed financial limits, receives the annual report which the Act requires and may set up inquiries and decree suspensions. The Government may draw up general regulations and the Auditor General may scrutinize the accounts. In addition to all this, the State has a responsibility arising from the dispensation of educational services at this intermediate level. The concepts of democratization and equality of opportunity, minimal norms of access to studies in every region, the mobility of students within the province and the credibility of the diplomas that are conferred have led to the setting up of common courses, leading to a diploma which is conferred by the State. Thus, the evaluation of curricula is a prerogative of the State, which requires the collaboration of the CEGEPs.

The certification of studies calls for a complex dovetailing of the responsibilities shared by the CEGEPs and the State. As part of its primary responsibility for the evaluation of learning, each CEGEP determines the methods of evaluation which enable its administrative council to submit to the Minister of Education, in addition to its recommendations regarding the conferring of diplomas, the dossier of every student who has completed the curriculum. The **régime pédagogique** requires that there be a final examination, administrated by the ministère de l'Éducation, for each course. However, the Department does not set provincial

examinations; it merely reserves the right to verify course outlines, course testing methods, examination papers and the marking of papers and examinations. The Minister awards diplomas, bearing his signature and the name of the CEGEP where the student completed his or her studies.

Attempts to bring coherence to this sharing of responsibility for evaluation between CEGEPs and the State and the structure of college education have nevertheless revealed certain weaknesses. In summary of the first ten years of experience with CEGEPs, the 1978 government White Paper, **The Colleges in Québec,** made this diagnosis:

> "Those responsible [for pedagogy] encounter tremendous difficulties in evaluating and comparing program contents and teaching methods. It happens that the Board of Governors isn't even sure of the abilities of the graduates; the State doesn't even know the value of the degrees it bestows; employers are reluctant to employ graduates from certain departments; university admissions services are reduced to normalizing students' grades; parents and citizens in general don't know what to make of institutions that are still newcomers and unfamiliar to the community" (p. 24).

In general, the document did not suggest any radical reorganization of the CEGEP system and it was decided to retain the essentials of the dynamic relationships which had developed between the institutions and the State. However, where evaluation is concerned, an addition of signal importance has been made: a third partner, the Conseil des collèges. This new organization has not only been given a general mandate to submit an annual report on the state and needs of the CEGEP system based upon an evaluation of the system, it has been given a further specific mandate relating to evaluation per se, and a Commission de l'évaluation has been specially created to assist it. The task of the Conseil and of its Commission is to find a middle ground between an approach emphasizing institutional self-evaluation and one centred on state regulation. This approach is based on North American experience with the coordination of institutions through a central agency; there are, however, differences. What is involved is, first of all, the study of in-house evaluation policies, and secondly, the provision of evaluative services.

Thus, evaluation at the CEGEP level is based on complementary procedures: those of institutions and those of the State. Both agencies carry out evaluation at the centre and according to the dynamic interaction of their local and provincial responsibilities. In addition, there is an independent organization assessing evaluation and offering services. One may wonder if this choice will offset the weaknesses which have been observed. Only time will tell.

2. Avenues for Development

Against this structural background of evaluation in the college system questions remain unanswered, problem areas appear. At the same time, several areas which have been some time in developing, call for action.

2.1 Evaluation of Institutions

In countries where the system of education is more centralized, the State supervises the operation of institutions through an inspectorate. This is true of many European countries, including France and England, to cite two examples well-known to Québec. In the United States, where the systems are extremely decentralized it has been deemed advisable to ensure the respect of certain norms of operation through regional agencies or accreditation which define standards, require reports of institutional self-evaluation and verify, on the spot, the validity of data provided by institutions. These groups are not government agencies, but each state is represented on their governing bodies.

Québec's CEGEP system of post-secondary education is both too centralized to permit self-accreditation -- or "disaccreditation" -- of institutions, and too decentralized to justify the existence of an inspectorate. The Government has passed legislation aimed at conciliating the requirements of departmental and local responsibilities. First, it requires of CEGEPs the submission of annual financial statements and an annual report of their activities. The ministère de l'Éducation is currently preparing a regulation concerning the content of financial statements. As far as the annual report is concerned, one may anticipate that from experience will come a framework enabling the public to become familiar not only with the activities of a particular institution, but with the working of the system as a whole.

Another measure is even more significant. This is the creation of the Conseil des collèges and its Commission d'évaluation. The latter is mandated to examine policies of institutional evaluation and their application. Obviously, this mandate identifies the institution as the locus for the assessment of institutional operations. At the same time, it requires the CEGEPs to submit their policies of evaluation to a commission reporting to a council. It is the latter which, in the final analysis, advises the Minister on the state and needs of the system in matters of evaluation. It would be difficult to find a formula better designed to reconcile the responsibility of the State for the whole system of education with that of each local corpo ration for carrying on its operations.

There are those who consider this arrangement too soft and would seek more direct intervention on the part of the Department. Until the opposite is proven, and given that each partner fulfills faithfully the role assigned to it in this overall structure, it would appear that the legislators were not mistaken in their reliance on a process of self-regulation, rather than upon direct intervention by the State. There is no lack of evidence of the will of the Department. The mandate given to the Commission d'évaluation to examine in-house evaluation policies presupposes the corresponding obligation of the CEGEPs to define their policies and to submit them for review. The grants made to the CEGEPs and to their Fédération to provide instruments in connection with this requirement is tangible evidence of the Department's principles. As an example of financial assistance, mention could be made of the permanent subsidies made annually by the Direction générale de l'enseignement collégiale in response to requests from the CEGEPs for institutional analysis of projects. The collaboration of the Department has been forthcoming in every case involving the need for action on advice from the Fédération des CEGEP and the Conseil des collèges to bring about closer agreement between the terms of the collective agreement with the teachers and the obligation on the part of the CEGEPs to create their in-house evaluation policies. The concern for coherence and the intentions of the Department are also apparent in the proposal for a regulation on the CEGEP **régime pédagogique** and the obligation of the colleges to provide themselves with institutional policies on evaluation. Finally, the present orientation document is, in itself, a reaffirmation of the concern and determination of the Department.

2.2 Evaluation of Curricula

A curriculum must be assessed on two separate levels. Because it is devised on a provincial basis, for all CEGEPs, it is up to the Department to carry out its longitudinal evaluation, in order to ensure internal coherence and relevance. The major emphasis of this evaluation will bear upon inputs and outputs, but general data provided by the CEGEPs will also serve to put data gathered elsewhere into perspective. As an original production at the local level, the same curriculum must be subjected to assessment at each institution. At this level, the major target of evaluation is operational, but the CEGEP must also pay attention to certain inputs, both in order to isolate the elements common to the whole system, and in order to add others which will give the course a local flavour. A CEGEP must also undertake the assessment of its own results with the assistance of the Department, which makes available data gathered from across Québec.

The development of a curriculum grows out of a system-wide operation. Its evaluation must follow the same route. It is not advisable to split up the operation, by deciding that the Department shall evaluate inputs and overall information, while the institutions are to be limited to operations and local information. Each level is responsible, to a different degree and from a different angle, for the entire process. It is not so much this sharing of responsibility which creates problems, as the procedures for collaboration between the Department and the institutions. This is why the Direction générale de l'enseignement collégiale is currently evaluating coordination procedures. Preliminary conclusions clearly indicate the need to shorten the length of the course review cycle, now seven years, to improve the overall perspective and to clarify the roles of those involved. Furthermore, the Coordination ministérielle de la formation professionnelle is presently working in a more specific way to establish a general framework for the development, revision and updating of vocational and technical training courses. This task is being carried out jointly by the Direction des programmes of the Direction générale de l'enseignement collégial, the Direction générale du développement pédagogique, and the Direction générale de l'éducation des adultes. The Direction des politiques et des plans is preparing, for its part, a summary covering the Department's orientations and practices concerning the development, implementation and review of all course outlines in the various fields of study.

2.3 Evaluation of Instruction

On the local level, the evaluation of a curriculum normally involves the assessment of teaching, since the extent to which objectives have been reached must also be measured. It must be realized, however, that one refers here to an almost non-existent practice at school, as well as at the departmental level. Assessment of instruction, when it does occur, remains an initiative of the teacher for the courses making up his or her assignment.

Several CEGEPs, rather than evaluating teaching, skirt the problem in a variety of ways. They develop mechanisms for evaluating planning (lesson plans, syllibi) and the results (success, enthusiasm, satisfaction) of the instruction. The **Regulation Respecting the Basis of College Organization** confirms this practice by stating that:

> "Colleges are responsible for having a detailed plan drawn up by each teacher and for each course in accordance with the outline plan published in the **Cahiers de l'enseignement collégial** or approved by the Minister where it is an institutional course" (Section 23).

Further in the same section, the Regulation specifies the content of this detailed plan and the time of its distribution:

> "The detailed plan shall contain the course objectives, the content, suggestions on methods, a reference list, procedures for participation in the course and procedures for evaluating achievement.
>
> "The course plan is distributed to students registered in the course at the beginning of each term."

The syllabus, then, becomes a sort of contract between instructor and student. It is up to the latter to see that it is respected, but the CEGEP has a responsibility to listen to complaints, according to procedures which vary from one institution to another.

2.4 Evaluation of Learning

It must be recognized that the reconciliation of two realities is not easy. The evaluation of learning is not carried out according to any uniform norms, yet it is sanctioned by the issuing of a

uniform diploma. It is true that the diploma issued by the State includes mention of the CEGEP whose administrative council recommended its issuance. There is, however, a risk of introducing unofficial comparisons of diplomas based on the CEGEP of origin whereas the principle of a state-issued diploma requires a guarantee of norms which are the same for all institutions.

In some CEGEPs the evaluation of learning is based on a policy involving lesson plans; in others a definite policy exists. There are many colleges where it is left to the sole discretion of each teacher, as though it were part of a professional activity in private practice. In order to reduce such disparities, and to establish a minimum threshold, the Regulation requires colleges to develop specific in-house policies on the evaluation of learning, which must be submitted to the Commission d'évaluation of the Conseil des collèges as part of its mandate.

It is not only the certification of studies which demands an assessment of learning. On both the provincial and local levels it is desirable from time to time to take stock, in order to identify strengths and weaknesses and to make needed changes. No one is in a position to state categorically that the level of education offered to young Quebecers is improving or deteriorating at any given moment in any given field of knowledge; the same is true of competence and attitudes. From time to time, some journalist or educator carries out a study or research, and sounds the alarm. No steps have been taken, however, in any systematic way, to gather valid and comparable data on the development of learning. Even in the elementary and secondary sectors, where departmental examinations are given regularly across the province, it is not possible to compare results over a period of years, because the instruments do not yet offer adequate guarantees of reliability. In the CEGEP system, there are no examinations administered by the Department nor is there any plan to adopt such a measure. On the other hand, it is vital that questions concerning the value of learning receive satisfactory answers. For this reason, the Department proposes to put into practice an idea proposed in 1966 by the Comité de planification de l'enseignement pré-universitaire et professionnelle (COPEPP). This notion of information and service examinations was raised again in 1979 by the Comité d'évaluation pédagogique at the Collège de Limoilou: "...moreover, this service could develop information and service examinations which are standardized and objective and represent measurement instruments developed by the Department with the participation of institutions and teaching personnel, and will be made available to

all for the constant improvement of curricula and of education in general... The only legitimate use which we see for such examinations is restricted, over and above the institutions and individuals in question, to supply statistics on the output of activities, the learning actually acquired by the students."[1] More recently, the Commission de l'évaluation of the Conseil des collèges returned, once more, to this idea.[2] The time has come, therefore, for serious exploration, with the help of groups such as the Conseil des collèges and the Fédération des CEGEP, of the possibility of adapting to the Québec situation the American instrument of the National Assessment of Educational Progress[3] or the Ontario Assessment Instrument Pool (OAIP) or even the French system for college-level evaluation.

2.5 Student Progress

Some colleges have begun to develop their own integrated information systems in order to clarify decision-making and to make possible the assessment of course content and of the institution in general. Data on the progress of students is useful for the construction of indicators for this purpose. By comparing its own data with those available on a regional or provincial scale, each CEGEP may have in hand an additional interpretive key.

Data concerning the system are also important to the Department, for the development of policies, the establishment of priorities and the adjustment of aims. It already possesses data banks on student progress, from admission to a program until its completion. It would take little effort for these data to be gathered and processed so as to serve as indicators of a network's productivity. A study group has already been set up to improve the

---

[1] **Rapport du comité d'évaluation pédagogique du Collège de Limoilou,** Vol. 1, pp. 48 and 163, (freely translated).

[2] Commission de l'évaluation, **Rapport annuel 1981-1982,** p. 40.

[3] A brief description of the instrument can be found in the chapter dealing with elementary and secondary education, pp. 49-50.

coordination of current practices in the gathering, processing and disseminating of quantitative data on the educational system.[1]

From existing data-processing programs it is already possible to establish the average time spent earning the diploma of college studies, failure and dropout ratios, percentages of job-market placements and percentages of university admissions. These data are available for the entire range of programs. In order to have a more comprehensive grasp of student progress at the CEGEP level and of its implications for the network's performance, it would be helpful to collect data, both overall and per program, on success at university. In the same order of ideas, but for other purposes, it would also be advantageous to establish correlations between CEGEP marks and those earned by the same students at the end of secondary school. Such data would doubtlessly permit an evaluation of the relevance of prerequisites, among other things.

In the future, steps must be taken to make more systematic the processing of such data and their rearrangement into a coherent whole which allows for long-term comparisons and periodic checks on the health of the system. Moreover, methods must be found to accelerate the process in such a way as to reduce delays between the collection and the dissemination of data. Steps must also be taken to make greater use of the graphic representation of data, to facilitate their use by a larger and more varied clientele.

b2.6 Instruments of Evaluation

Techniques and instruments are vital, as much for the evaluation of institutions as for the assessment of curricula and of learning. A start has been made in research and production to this end. It must continue. But the partners are numerous, and it does

---

[1]We are referring to the **Comité directeur des données des systèmes et de l'informatique** (CDSI).
Data are available on all stages of student progress:

1. final secondary school marks;
2. CEGEP admission;
3. enrolment and course choices;
4. cumulative mark records and CEGEP marks;
5. diploma;
6. university admissions;
7. entry into the labour market.

happen that activities overlap. By specifying that the services it proposes to offer to institutions will include evaluation, the Conseil des collèges seems to indicate that it does not intend to become involved in the devising of instruments, nor does its mandate so require. The distribution of tasks between the ministère de l'Éducation and the CEGEPs or private colleges appears less precise. Efforts to create and develop various means of evaluation are being actively pursued, either by the institutions themselves, or in projects which they supervise through the Fédération des CEGEP or the Association des collèges. The ministère de l'Éducation does not propose to become involved in the field of instrument-making, except in those areas over which it has responsibility. It proposes, instead, to support the initiatives of the CEGEPs through a program of grants.

Conclusion

In summary, the avenues of development which the Department proposes to follow are these:

- In order to encourge in-house evaluation in the context of an equilibrium between local and departmental responsibilities, the Department intends to put into practice the following activities:

  - the application of a regulation concerning the content of financial statements;

  - the examination of the annual activity reports of the CEGEPs;

  - a careful follow-up to the work accomplished by the Commission de l'évaluation of the Conseil des collèges.

- In the area of curriculum evaluation, the Department will take steps to define more clearly the modes of collaboration with institutions, by revising current procedures of coordination and adopting a framework for the development, review and updating of programs, notably in the technical sector.

- The new **Regulation Respecting the Basis of College Organization** will encourage the evaluation of instruction and the evaluation of learning by means of articles dealing with the content of course outlines and the requirement that CEGEPs establish a policy on the evaluation of learning. These measures are based on the principle that the student has a right to know in advance about objectives, content and teaching methods, as well as about the kind of evaluation to be used to measure what has been learned.

- In order to assess the state of education across the province, the Department intends to explore the possibility of administering information and service examinations to samples of students in various fields.

- In order to gain a better appreciation over the course of time of the general health of the system, the Department will intensify its work on the gathering and processing of data on student progress. These data will serve as indicators of the network's productivity, and their regular distribution will enable institutions to situate their own performance with respect to the system as a whole.

- Finally, the Department does not plan any entry into the field of the production of instruments of evaluation. It will, instead, continue its financial support of projects originating in the institutions.

C. REFERENCE DOCUMENTS

The Act Respecting the ministère de l'Éducation, R.S.Q., C. M-15

The Act Respecting the Conseil supérieur de l'éducation, R.S.Q.C. C-60

The Act Respecting the Conseil des collèges, R.S.Q., 1979, No 24

The Colleges Act, R.S.Q., C. C-29

The Act Respecting Private Education, R.S.Q., C. E-9

Financial Administration Act, R.S.Q., C. A-6

The Regulation Concerning the Act Respecting Private Education

Colleges in Québec. A New Phase: Government Projects in the Area of CEGEPs, 1978

Plan du travail pour donner suite au Projet du gouvernement à l'endroit des collèges, 1980

Ministère de l'Éducation "Le Régime Pédagogique" in **Cahiers de l'enseignement collégial**

Conseil des collèges, **Deuxième rapport annuel, 1980-1981**

La Commission d'évaluation du Conseil des collèges, **Rôles et règles d'action,** April 1981

Commission d'évaluation du Conseil des collèges, **Critères de sélection des demandes des collèges en matière de service d'évaluation pour l'année 1981-1982,** August 1981

Centre d'animation, de développement et de recherche en éducation (CADRE), **L'analyse institutionnelle. Rapport des activités 1975-1978,** February 1979.

INRS-Éducation, **Le teste PERPE** (Perception étudiante de la relation professeur-étudiant)

Ministère de l'Éducation, **Comment la population étudiante perçoit le collège** (Questionnaire aux étudiants et étudiantes des collèges, Expérimentation), 1981, 30 pages (28-1511)

Guy Hermann et Romain Rousseau, **Questionnaire IPR**, Collège de Rimouski, April 1977

Collège de Maisonneuve, **Le questionnaire PEEP**, 1973

Commission de l'évaluation du Conseil des collèges, **Rapport annuel 1981-1982**, June 21, 1982

Rapport du comité d'évaluation pédagogique du Collège de Limoilou, November 1979

Fédération des CEGEP et Ministère de l'Éducation, **Vers une politique institutionnelle d'évaluation**, Fall 1982

CHAPTER III

EVALUATION IN THE UNIVERSITY SYSTEM

"For universities, as for the society and the State which support them, the great challenge of the 1980s will be not so much recognizing the importance of the role of the university as identifying the procedures for carrying out the missions of the university in a changing context.... The new financial restraints only serve to give added force and urgency to the questions which, in any case, were being asked of us at this point in the development of our universities. It is not, and this must be emphasized, that our universities are poverty-stricken: their resources remain considerable, and the level of public funds accorded to them still remains relatively higher here than in several neighbouring states. Neither is it that we must abandon any sort of development, but it will need to be more excellent, more selective, better coordinated, better balanced development. Universities will have to reevaluate their activities, make certain choices, eliminate structures or programs, reorganize resources, share the points of development among them and, with the other existing educational resources, engage in new collaborations and reexamine certain types of development, all the while safeguarding the balance of our entire university system."

L'avenir des universités québécoises. Vers une politique des universités. Speech delivered by Dr. Camille Laurin, Minister of Education, February 3, 1981 (freely translated).

In accordance with the format of the preceding chapters, the first section in this chapter provides an overview of the responsibilities and practices of the partners in the university system -- the Minister of Education, the Conseil supérieur de l'éducation, the Conseil des universités, the universities and the F.C.A.C. fund. A second section will offer several general observations and sketch avenues for development.

A. THE PARTNERS, THEIR RESPONSIBILITIES AND PRACTICES

1. Le ministère de l'Éducation

1.1 Responsibilities

1.1.1 The **Act Respecting the ministère de l'Éducation** assigns the Minister of Education a mandate "... for promoting education... and for ensuring the progress of educational institutions" (Section 2). By virtue of his overall responsibility, the Minister of Education receives, according to the Act, the general authorization to proceed towards forms of evaluation by calling for studies, requesting statistics and information, and submitting an annual report to the National Assembly.

- "The Minister may cause such studies and investigations to be made as he considers useful or necessary for the carrying out of the activities of the department..." (Section 3).

- The Minister is required to submit an annual report to the National Assembly. "The statistics and other information necessary for the preparation of such report shall be given to him... and by every educational institution in accordance with the forms that he shall supply for such purpose" (Section 4).

1.1.2 The **Financial Administration Act** stipulates that:

> "Every establishment, institution or association [in receipt of grants] shall allow the Auditor-General or any person authorized by him to have access thereto, examine the books, records and accounts relating to the use made of any government grant, make extracts or copies therefrom and examine under oath any person in relation thereto" (Section 83).

1.1.3 Under the **University Investments Act,**

> "The Minister is authorized to prepare each year with any university establishment of Québec... any university investment plan for the five ensuing years, divided into annual portions" (Section 2).

Every plan, according to Section 4, must be submitted for approval by the government.

1.1.4 The **Act Respecting the Conseil supérieur de l'éducation** makes it mandatory for the Minister "to prepare... the regulations which are to govern the following matters:

(a) the classification and nomenclature of schools and other educational institutions, and of the diplomas conferred by them;

(b) ...

(c) the coordination of education in all grades;

(d) the standards for territorial division and the equipment of the educational establishments administered or subsidized by Québec" (Section 30).

1.1.5 A general provision of the Professional Code entrusts to the government the responsibility for determining which diplomas confer entry into professions (Section 184).

1.1.6 Regulation No. 4 Respecting the Permit and the Licence to Teach stipulates that:

> ...the permit to teach is granted to each applicant who... has successfully completed an approved training program in a recognized institution" (Section 2).

It is therefore up to the Department to recognize the universities whose approved programs grant access to a teaching permit.

1.2 Practices

The responsibilities of the Minister, listed above in terms of their basis in law and regulation, translate into practices as they affect various subjects.

1.2.1 Evaluation of Learning

The Department does not intervene in the assessment of learning, nor in the certification of studies at the university level.

1.2.2 Evaluation of Curricula

It is from the viewpoint of planning and coordinating network development that the evaluation of curricula enters into the domain of the Department. In recent years it has been active in this field, namely:

- sectorial operations applied in sequence to courses in the basic sciences, the applied sciences and health sciences. Each of these undertakings has permitted the evaluation of courses in relation to the whole system and the definition of areas for future development;

- "minisectorial" operations already completed or under way, applied to programs in a given sector -- political science, computer science -- or to a common dimension of several programs -- such as practical training.

The Department has also participated with the Conseil des universités on the Comité conjoint des programmes, responsible for the evaluation of new courses presented by the universities. It withdrew from the Comité in September of 1982 by a decision of the Minister of Education, in order to concentrate more fully on its duties in coordinating the development of instructional activities, on the basis of the work and recommendations of the Conseil des universités and of its Comité.[1] As one important means of coordination, the Minister also announced that, according to a new budgetary rule, students enrolled in programs not recognized by the Minister of Education would not be taken into account for the allocation of grants starting in 1982-1983.

---

[1] **Le Mandat du Conseil des Universités,** a speech by the Minister of Education, Dr. Camille Laurin, to the Conseil des universités, April 16, 1982.

The Department is evaluating the teacher training courses, in order to approve them in accordance with the requirements of **Regulation No.4.**

Through the Pedagogical Development Fund, the Department offers financial assistance to institutions for the implementation of certain new courses, for the restructuring of existing ones and for activities involving consultation among the universities.

1.2.3 Evaluation of the Research System

As was mentioned in the statement on orientations, **A Collective Project,** for the implementation of a policy on scientific research,

> "the evaluative function is part of the responsibility of the ministère de l'Éducation in the field of development of university research. There can be neither a policy on development nor an enlightened management without an assessment of the network's performance, dimensions and diverse components" (translation; p.58).

In the new context prevailing since the creation of the F.C.A.C. fund, and in consideration of the special mandate entrusted to the Conseil des universités by the Minister,[1] the specific procedures for the exercise of this role are in the process of being defined. It must be said, however, that any evaluative operation implies the preparation of a "map" of university research in Québec and the identification of the relations between scholarly research and the priority needs of our society.

1.2.4 Evaluation of Personnel

The Department is carrying out studies relating to the duties of professors. During workshops in the fall of 1981 on the future of universities, it encouraged the participation of students in the assessment of the instruction offered by their professors.

---

1 Ibid.

1.2.5 Evaluation of Financial and Material Resources

Since at the university level the principal means of action available to the Department is control over the rules for public funding of the institutions, the assessment of the need for material and financial resources and the evaluation of management take on capital importance. Consequently, for some years the Department has been in the process of establishing an inventory of the material resources of the universities and of anticipated needs in this regard. Aside from this, it has established norms in order to regulate the meeting of these needs. Budgetary rules also control the allocation of government grants for operations and stipulate the content of the annual financial statement which each university must submit to the Department.

1.2.6 Evaluation of Institutions

The Department encourages universities to develop an institutional program for the assessment of their operation and activities.

1.2.7 Evaluation of the System

In 1977, the Québec government created the Commission d'étude sur les universités. Its mandate charged it with carrying out a study on the future of university education and Québec universities in relation to particular themes: clues to the future of the university and Québec society, the organization of the university system, the training and upgrading of teachers. After public consultation and various research activities, the Commission submitted its report in May, 1979.

As a result of this report, early in 1981, the Minister of Education took the first steps towards the establishment of a policy in his speech on the future of Québec's universities. This momentum was continued in workshops with representatives of the universities in the fall of 1981. Other measures have followed, such as the mandate for the Conseil des universités, the establishment of new budgetary rules -- a step towards an alternative funding formula -- and the financing of additional clienteles, etc.

In his speech on the future of Québec universities, the Minister reaffirmed that the Department

> "... exercises a global political mandate for orientation, support and evaluation... It evaluates the impact of governmental actions and the performance of the entire

> network... Its principal means of action resides in the control of the rules for the public financing of universities" (translation, p.11)

By means of economic, demographic and other studies -- for example, the **Relance** surveys of recent graduates -- the Department assesses in a continuous and varied manner the state of the Québec university system and its present and future needs. These studies bear on either a group of institutions, as for example, the recent study of institutions in the Montréal area, or on an aspect common to the whole network, for example, libraries.

2. The Conseil des universités

2.1 Responsibilities

The Act Respecting the Conseil des universités attributes to this body, as its major function, the furnishing to the Minister of Education of advice on the needs of university instruction and research, as well as on the steps to take to respond to such needs. The Minister must consult the Conseil on a certain number of questions according to the Act, particularly in relation to the amount of the annual grant and its apportionment, in order to subsidize the operations and investments of the institutions. The Conseil must also submit an annual report to the Minister.

In addition, the Act has established the Commission de la recherche universitaire, a body which is responsible for advising the Conseil concerning any matter related to research.

2.2 Practices

2.1.1 Evaluation of Curricula

The Conseil des universités has established, with the ministère de l'Éducation, the Comité conjoint des programmes, responsible for evaluating proposals for new programs submitted by the universities. In a speech to the Conseil on April 16, 1982, the Minister of Education, at the same time as he announced the withdrawal of the Department, confirmed the Conseil's specific mandate concerning the evaluation of curricula, broadening it to include existing programs, particularly those at the postgraduate level.[1]

---

[1] Ibid., pp. 7-9.

As far as postgraduate programs are concerned, the Conseil had already conducted some ten minisectorial studies in previous years. In an important 1981 report, it also sketched out the main lines of a proposal for evaluating curricula for advanced study, as well as their supporting research activities.[1]

2.2.2 Evaluation of the Research System

Through visits, meetings and studies of various kinds, the Commission de la recherche evaluates the state and needs of university research both at the level of each institution and that of the system as a whole. Most frequently, these assessments have a "systematic" perspective. The advice relating to research submitted to the Minister by the Conseil is based on the work accomplished by its Commission.

In his speech to the Conseil concerning its mandate, the Minister invited that body to

> "...continue its analyses of the state and needs of university research and propose avenues for improving its quality and increasing its volume, with a constant concern for adjusting these activities to the educational and cultural mission of the institutions" (translation, p.10)

2.2.3 Evaluation of Financial and Material Resources

By supplying the Minister with its advice concerning the resources required by institutions, the Conseil contributes significantly to the evaluation of needs in terms of resources. A Comité de financement assists the Conseil.

2.2.4 Evaluation of Institutions

In order to develop its reports on the instructional and research requirements of the universities, the Conseil undertakes various kinds of institutional evaluation and analysis. In some cases, these evaluations focus on a single institution. In others, they examine a particular aspect of university life in all of the institutions from a "network" point of view.

Such evaluations require the definition of general studies, or of those peculiar to each of the universities. Studies of many kinds

---

[1] Conseil des universités, "Rapport sur l'évaluation des études avancées et de la recherche", **Douzième rapport annuel, 1980-1981**, pp. 385-97.

(demographic, financial, etc.) further such analysis. In addition, visits to institutions and numerous consultations are other means employed by the Conseil.

2.2.5 Evaluation of the System

Through its advice, its annual report and its reports on visits to institutions, the Conseil des universités plays a vital role in the overall evaluation of the system of university education and research. Its activities concerning the major objectives of higher education during the 1970s covered a great deal of ground.

The Minister described the organization in this way in his speech on the future of Québec universities:

> "The Conseil des universités is a consultative body whose critical and predictive activities assure the Minister and universities of the support of an independent opinion. It is normal and desirable that such a council be in a position to base its advice and recommendations on overall studies and assessments -- systemic, as they are called -- of the state and needs of the university complex. In this way it contributes closely -- yet without having the mandate for final decisions and the implementations which lead therefrom, as would be the case were it, rather, an Office des universités -- to the activities of the system and to cooperation among all of its partners."[1]

3. The Conseil supérieur de l'éducation

The activities of the Conseil supérieur de l'éducation, in respect to the assessment of the university system, take place in the context of its general mandate to report annually to the Minister concerning the state and needs of education and to submit for his consideration such recommendations as it may deem appropriate on any question affecting education.

Mainly through the work of its Commission de l'enseignement supérieur, this body directs its attention to the whole of Québec university life. Its evaluative practices include a variety of methods, much as the analysis of dossiers, visits to institutions, meetings with specialists and research of future activities.

---

[1] Translation of **L'Avenir des universités québécoises**, p.11.

4. THE F.C.A.C. Fund

Created in January, 1981, the F.C.A.C. fund (a fund for assistance to research) is a new public subsidy organization which has as its objective the encouragement of the production, development and dissemination of knowledge in all fields, with special consideration for the aspirations of Québec society. An autonomous corporation, accountable to the Minister of Education, yet independent of the administrative services of the Department, the F.C.A.C. fund oversees four programs of financial assistance:

- Formation de chercheurs et action concertée (F.C.A.C.) (training for researchers and concerted action);
- Support for the publication of scientific works;
- Support for college research workers and for those without any recognized institution affiliation (A.C.S.A.I.R.);
- Scholarships for training, upgrading and advanced training.

Without exception, requests are studied by peer committees composed of research workers from university institutions, colleges and other sectors of the research community (governmental, paragovernmental, industrial) and working in fields related to the projects submitted. Projects are evaluated in terms of their inherent scientific value and the capabilities of their proposers, as well as in terms of their potential contribution to the training of research workers and to education.

The F.C.A.C. fund publishes an annual report which indicates the money it receives and a list of the grants it makes.

5. The Universities

5.1 Responsibilities

Either by virtue of their respective charters, or the **Act Respecting the université du Québec,** Québec universities are, essentially, autonomous institutions. They also have full power to make assessments of their policies and activities. A certain number of these evaluations are conditioned, however, by the requirements of the Department. Such is the case, for example, with reports on the use of operational budgets. Others are initiated by outside organizations, as for instance, professional associations or agencies for coordination between universities.

5.2. Practices

5.2.1 Evaluation of Learning

Each university has its own **régime pédagogique**. There is, therefore, no uniformity in the realm of the evaluation of learning. Norms tend to coincide because of interuniversity cooperation, but methods vary.

5.2.2 Evaluation of Curricula

At the level of each faculty or department, as is the case within each university, agencies for program evaluation exist. Moreover, some joint committees (university-professional) are also active, as for example, in law, architecture, social work. Finally, the Conférence des recteurs et des principaux, an interuniversity body, carries out quality assessments of proposals for new programs at the request of the universities.

5.2.3 Evaluation of Research

The development of research is a subject to which special attention is paid within each university. It is the responsibility of a vice-rector for research (or the equivalent). It is subject to continuous analysis by a commission on research, or its equivalent, in terms of its state and needs. Procedures also exist at the faculty and departmental levels. It should also be pointed out that the quality of research is a matter for evaluation which may influence the important stages in a professor's career as far as promotion is concerned.

5.2.4 Evaluation of Personnel

Each university assumes the responsibility for the evaluation of its own personnel. However, the collective agreement which it negotiates is certain to influence how assessment is conducted.

The evaluation of professors, for purposes of promotion, or otherwise, is usually based on three criteria: the quality of their teaching, the quality of their research and their professional standing.

Most institutions have established a "university pedagogical service" in charge of organizing and supporting the work carried out by the professors, its aim being the assessment and improvement of teaching services.

5.2.5 Evaluation of Material and Financial Resources

The universities make their own decisions regarding the management of material and financial resources within the limits of budgetary rules laid down by the government; each university provides an outline in its annual report.

5.2.6 Evaluation of Institutions

Each university undertakes a general evaluation of its orientations, objectives and operations through special commissions such as the Commission sur l'avenir de l'université Laval, or by means of permanent services -- a planning office, a department for institutional or other research, etc. Institutions, or some of their components, are also subject to the requirements of professional agencies or organizations.

Through their association, the Conférence des recteurs et des principaux, the institutions carry out studies and assessments. In recent years, for example, the Conférence has carried out analyses of professors' salaries and of university financing, in general.

B. OVERALL CONSIDERATIONS

1. Lines of Force

The Québec university system is mainly characterized by the balance which exists among institutional autonomy, the political and administrative responsibilities of the State, and the critical function of an advisory body. This very equilibrium supports and shares the duties of assessment.

Created without government initiative, except in the more recent case of the université du Québec, strong in their traditions, which their legal status strengthens and confirms, Québec universities assume the prime responsibility for their educational and cultural mission. It is up to them to establish priorities, plan activities, select the means for achieving their objectives and those which the State may propose to them, organize and manage their programs, award their diplomas and apportion their resources. Evaluation plays an important part in each of these tasks and is carried out in a spirit of responsibility and independence which is characteristic of the institutions.

Thus, the universities are responsible for their own institutional evaluation. The means are sometimes those of true scientific research, taking the institution itself as the subject. It takes on many forms, carefully adjusted to the characteristics of

the particular institution. Aside from the university as a whole, four fields are of interest for assessment: the development of study and research programs, the hiring and promotion of professors, student progress in learning, and material and financial resources. Even so, the methods and procedures vary with each situation, according to the institution involved. In addition to these university practices, there are other forms of cooperation, within their association, in particular for evaluating the quality of curricula. Schools, faculties or departments also carry out evaluation, both internal and external, which requires authorization from various professional groups.

The autonomous status of the universities cannot, however, impinge upon the exercise of the State's responsibility as to the general mission which they undertake in terms of the development of society and of the very necessary resources which they receive from the public purse. Thus, the ministère de l'Éducation has a global political mandate of orientation and support. Vis-à-vis the universities, and the general public, the Department applies government policies as they affect the educational and cultural mission of university institutions. It sees to it that the general objectives of the system are respected, defines strategies of development and ensures equitable financing in conformity with its objectives. The assessment function is inherent to this role. There can be no development of policies, no management of developmental and financial programs, without an evaluation of the performance of the system and of its various dimensions and components. Control of the subsidies for investment and operations allocated to the universities offers the opportunity and means for the carrying out of evaluation.

The overall evaluation of the university system is also a duty of the Conseil des universités as part and parcel of its proper critical and predictive role. This provides both the Minister of Education and the universities with the help of an independent opinion. There can be no ongoing awareness of the state and needs of university education, no critical examination of the policies and programs of the ministère de l'Éducation, without an evaluation of the system and of its constituent parts. The activities of the Conseil des universités coincide at this point with those of the Department. They are not, however, of the same order, nor do they seek the same objectives. The assessment which the Conseil should properly carry out, centred on critical analysis, opinions and recommendations, remains quite separate from the development of policies and the management of programs; it functions, so to speak, as a place of second thought.

The government has just completed a review of the underlying structure of the university system, following the enormous operation of a summary evaluation of the work accomplished by the Commission d'étude sur les universités, stretching over a period of nearly two years, from 1977 to 1979.[1] The approach finally selected appeared along with two others which had been advanced as hypotheses: to create a ministère des universités, to establish an office separate from the ministère de l'Éducation by transforming the Conseil des universités, or to modify the status of the institutions with an act on the universities... The government's choice, according to the Minister's words, rests on the wager that a decentralized network is capable of carrying out effective consultation and coordination, without the need of a new legal pronouncement.

Unquestionably these practices involve evaluation, the need for which becomes more and more urgent. The Commission d'étude sur les universités unequivocally focussed its report on a reevaluation of the role of the university in society. Among portents of the future it gave primacy of place to "social responsibility", the North American notion of accountability. Even under the conditions of freedom and ease of access which their mission dictates, and in the context of the autonomy which characterizes the way in which they carry out their responsibilities within the educational system, the universities are being asked to make a rigorous assessment of their operations and to become much more open to the needs of the public in general.

2. Avenues for Development

The rededication of the partners in the university system to their individual responsibilities, as a result of recent policy decisions by the Government, as well as the shrinking of the funds available, have brought the system and its institutions into a period of analysis and assessment where the watchword is accountability. Areas

---

1 See Commission d'étude sur les universités, **Rapport**, Québec 1979; Gouvernement du Québec, **Un projet collectif. Énoncé d'orientations et plan d'action pour la mise en oeuvre d'une politique québécoise de la recherche scientifique, 1980; L'Avenir des universités québécoises. Vers une politique des universités**, Speech delivered by Dr. Camille Laurin, Minister of Education, to representatives of the Québec university community at the université de Montréal, February 3, 1981.

of concern emerge on the scene and avenues for action are identified.

2.1 Evaluation of Institutions

Institutional evaluation displays shortcomings, and a neologism has been suggested to describe the situation: "academic drift" -- a lack of judgement or assessment. The university, which looks upon itself as a favoured site for research, does not draw all the benefit therefrom that it might. It is surprising, considering all the activities involved in institutional research, to realize the very slight attention accorded by researchers in their publications to their own efforts and to the life of the university.

One of the objectives of the Fonds de développement pédagogique, subsidized by the State, is to facilitate the restructuring of existing programs. In its 1980-1981 report, the Conseil des universités expressed its amazement at the small number and modest character of the projects seeking to benefit from those funds for restructuralization, given a context in which, after all, pressure is being exerted upon the universities to make their operations more coherent.

After a reminder that "the total amount of public money allotted to each field, including that of higher education and university research, is set annually by the Conseil des ministres, chiefly in terms of the view the ministers and their advisors may hold of each field or sector in comparison with that of other fields or sectors subsidized by the State", the Commission d'étude sur les universités recommended in its Report "for all participants involved with the university system to effect a serious review of their own performance and impact".[1]

The prime responsibility of the universities is subject to scrutiny, as was emphasized by the Conseil des universités:

> "Universities, being autonomous organizations serving the public good, remain responsible for the quality and relevance of their activities, for which they must account to the public and to the State which finances them.

---

[1] Commission d'étude sur les universités, Comité d'étude sur l'organisation du système universitaire, **Rapport**, 1979, Part 1, pp. 54-55, (translation).

> In this regard, it would be desirable for them to involve themselves in activities of internal evaluation and rationalization, whether within individual institutions or jointly, through the agency of a collective organization."[1]

Given the demands for budget cutbacks, institutions have become more involved in recent years in a review of their activities, in order to clarify priorities and identify the sectors in which they may best and most usefully contribute. Such operations are essential to the more organized development of each institution and would undoubtedly be encouraged by a state-funding formula more closely geared to the various aims of the university and able to serve simultaneously as an indicator and an instrument. The development of a new grant formula would encourage improved evaluation practices.

The foregoing gives rise to the following avenues for action:

- institutions will elaborate their own policies and practices of in-house evaluation;
- the Department will complete its work in searching for a new formula of university funding;
- the Department will encourage a greater use of the Fonds de développement pédagogique for the restructuring of programs.

2.2 Evaluation of the Network

The Comité d'étude sur l'organisation du système universitaire observed the need to strengthen evaluative activities, recommending further "that organizations outside the university charged with the evaluation of Québec's university network should shape this assessment and make known publicly the objectives which they assign to it, as well as the criteria, indicators and benchmarks which they have adopted in carrying out this evaluation and, finally, the results of the evaluation."[2]

---

1 Conseil des universités, "Rapport sur l'évaluation des études avancées et de la recherche" in **Douzième Rapport Annuel**, 1980- 1981, p. 391 (translation).

2 Commission d'étude sur les universités, Comité d'étude sur l'organisation du système universitaire, **Rapport**, 1979, Part 1, p.55, (translation).

To the evaluations which are now current, concerning research and study programs, student learning, staff hiring and promotion and financial and material resources, the universities are called upon to add an assessment linked more to each institution as a whole. It may also refer to a given aspect or sector of university life and operations, as it relates to the total picture of the institution. Similarly, the ministère de l'Éducation and the Conseil des universités jointly, and each according to its objectives, must develop procedures for the assessment of the university system in its entirety, or by components. A decision must be taken regarding the carrying out of such a project. Will the Conseil des universités be called upon to capitalize from its experience during the 1970s with an inquiry into the general aims of higher education, or shall its work, and that of the Department concerning sectorial studies, be a basis for development?

Since an overall assessment of the university system is the prerogative of both the ministère de l'Éducation and of the Conseil des universités, a sharing of duties and agreement concerning the tasks are essential. This principle is imperative: the evaluation which the mandate of both the Department and the Conseil obliges them to carry out, must correspond to their respective functions and responsibilities. The choice of procedures for each of the partners should follow directly from their mandates, in order to ensure the sharing of information and the coordination of their activities.

The evaluative activities of the Conseil des universités will thus be based upon its function as critic and prophet concerning the state and needs of the university system. There is also the possibility of the Minister asking the advice of the Conseil on a specific point, as provided by the statute.

The evaluation of curricula comes to mind as a case in point. Formerly the responsibility of a joint committee of the Department and the Conseil, it has now been entrusted specifically to the Conseil.[1] Being in the best position to critically assess and further cooperation with and between the universities, the Conseil will evaluate programs and make recommendations in accordance with its mandate. As a political and administrative body, the Department will then use these recommendations in effecting the coordination for which it is responsible, along the lines of the global orientations it must ensure. The recommendations will,

---

[1] **Le mandat du Conseil des universités,** pp. 7-9.

in the future, include those affecting teacher training which until now have been subject to a double evaluation by both the Conseil and the Department.

A point which must not be let go by without mention, in regard to the Conseil's mandate, is the future of professional training programs and the kind of relationship that should link the universities, the professional organizations, the Conseil des universités and the State. The training of professionals at the university level is a matter for serious study, given the request of the Minister to the Conseil and the Office des professions for their advice in 1979. As yet, only preliminary replies have been forthcoming; there can be little doubt that the final versions will provide much food for thought.

Another example of the Conseil's specific mandate is in the area of institutional admission policies and practices. The Minister has requested the Conseil's advice on this subject as part of its systemic assessment and in connection with the general issue of access to university studies. The Minister has emphasized that problems pertaining to the admission of students and to making all university institutions equally accessible provide an opportunity for the Conseil to examine the whole question of access to Québec universities. This is one of the most important areas of cooperation among the universities, and one concerning which many suggestions and recommendations have been received.[1]

Similarly, the policy for the development of university research and the actions of a structural nature which are the responsibility of the Department could determine the fields of evaluation which might be referred to the Conseil des universités, in order for the latter to examine them critically. The Conseil could then develop recommendations in cooperation with interested parties, and in so doing clear the way for intervention by the Department. One such clarification resulted from the creation of the fund entitled Formation des chercheurs et action concertée, a subsidized organization responsible for the administration of

---

[1] **Le Mandat du Conseil des Universités,** p. 11.

moneys earmarked for university research and for the evaluation of proposals and requests to that end. The Conseil des universités, which formerly participated, through its Commission sur la recherche universitaire, in the evaluation of requests for research funds, now leaves this field entirely to the F.C.A.C. fund. It will limit itself to evaluating the performance of the fund.

The sectorial studies, which the Conseil des universités has once again begun to carry out may be regarded by the ministère de l'Éducation and the universities in the same perspective. These studies "have as their general objective to bring the Québec university system to a more effective and complete fulfillment of its mission of education, research and service in the selected sectors. On the basis of an analysis of the status of the universities in selected sectors and of socioeconomic and cultural needs, they will draw up recommendations and suggestions for the various participants."[1] Both undergraduate and postgraduate programs, as well as research activities, will be considered sector by sector, if not in terms of a detailed evaluation of each program or activity, at least in such a way as to emphasize their strengths or weaknesses, as well as their main problems and principal tendencies. A study of the engineering sector is in progress; another will soon be undertaken in education science. In this way, the Conseil proposes to review university activities in their entirety within the next few years.[2]

The Conseil's aims were outlined in its 1981 report on the evaluation of advanced studies and research. They clearly indicate the place for evaluation in the university system:

1. Maintaining and developing the quality and diversity of programs and activities:

   - by identifying and preserving programs of excellence the reputation of which is recognized outside Québec;

---

1 "Études sectorielles", in **Conseil des universités,** Bulletin d'information, Vol I, No. 1, November, 1982 (translation).

2 "Évaluation sectorielle du génie dans les universités", in **Conseil des universités,** Bulletin d'information, Vol I, No. 3, May 1983, (translation).

- by encouraging the development of quality programs within each sector;

- by dropping programs which are too weak and by eliminating useless duplication.

2. Assuring the system's capability for self-renewal and for meeting Québec's cultural, social and economic needs:

   - by ensuring the presence, at the university level, of the most advanced fields of knowledge;

   - by seeing to it that programs which no longer answer a need are revised or dropped;

   - by making certain that resources are available, even in a period of budget restraint, for the development of new activities of importance, in consideration either of an understanding of the evolution of knowledge or their response to socioeconomic needs.

3. Disseminating to the public, and in particular to students and others benefitting from their service, information on university activities, thus encouraging the openness of the university and its responsibility, in the sense of repayment of a debt.

4. Assuring, as a consequence of the foregoing, a better utilization of the resources devoted to higher education and research.[1]

These objectives and the proposed operations indicate the extent to which evaluation has become a part of the total evolution of the university system. The Conseil has noted, first of all, the primary responsibility of the universities: "As autonomous bodies at the service of the public, they are responsible for the quality and relevance of their activities. For this they must be held accountable to the population and the State which finances them."[2] The Conseil then introduces the intervention it advocates, that of an outside organization, conducting itself however not in an authoritarian and exclusive manner, but with the participation of the universities themselves. The characteristics of these outside evaluative activities are defined as follow:

---

1 **Douzième Rapport Annuel**, 1980-1981, pp. 388-89.

2 Ibid.

"- guarantees of equity among institutions, as to the scope and severity of assessment;

- a perspective which focusses on the system as a whole and which goes beyond the insitutions themselves in the evaluation and classification of programs;

- a pledge of objectivity and impartiality toward the institutions and toward their external contacts;

- a mechanism which respects both university interests and public need."[1]

The Conseil feels that the agreement of the universities is necessary. The Conseil will see it as "confirming both to the State and to the public, not only the universities' readiness to give an account of themselves but, first and foremost, their collective desire, as a system, to respond to society's needs and to subordinate their view of the interests of each institution to the limitations imposed by the needs of the community."[2]
It is important that in all this the activities of the Conseil and those of the Department be closely coordinated. The Minister has given the Conseil a mandate to assess studies and research in order that he may study its findings and recommendations.[3] In the process of making decisions regarding the policy on university studies and research, the ministère de l'Éducation will be in a position to benefit from the recommendations of the Conseil des universités and to see that their effective application reflects overall orientations and is adequately funded. In brief, these are the areas of accord between the responsibilities and duties of the Conseil and the Department.

The Department's needs, arising from its responsibility for the development of policies and overall management, will possibly raise questions and matters for decision which the Conseil will need to include in its process of evaluation. Areas other than curricula, the organization of research and admissions policies and practices, with which the Conseil is already engaged, will be added to the list. A decisive means of systemic evaluation, with

---

1 Ibid.
2 Ibid., p 396.
3 **Le mandat du Conseil des universités,** pp. 8-11.

a view to orientating and planning university education and research, might be to entrust to the Conseil the overall examination of development plans under a group of major headings, such as access to studies, the development of scholarship and research, and budgetary equity. This approach might well be an area for worthwhile study as a subject for collaboration among the partners, especially if a consensus were reached whereby systemic assessment were to be seen as essential to clearer and more decisive planning.

The following activities should be undertaken immediately:

- the Conseil des universités is to carry out its mandate to evaluate curricula, research activities, admissions policies and practices of the network's institutions by means of its plan for sectorial studies;

- the Department, as part of its responsibility for orientation, planning and management of the university system, is to assure adequate follow-up activities to the Conseil's recommendations.

2.3 Development of Data Systems

Evaluation within the university system is, to a large extent, dependent on information. An essential condition for its pratice is the availability of data which are standardized, validated and updated. Data banks and files are already overflowing with masses of statistics, but processing encounters inconsistency of nomenclature and classification, system incompatibilities, inaccuracies of data collection and delays in transmission, not to mention institutions' reservations to relinquish data to a central system. The ministère de l'Education and the universities must improve upon current methods of gathering, processing and disseminating data concerning populations, activities and resources of the university system. The general configuration of the data systems to be retained or extended and the principles which should tems to be retained or extended and the principles which should guide their elaboration and use, and the sharing of responsibilities between the Department and the universities are the subject of a "plan for the development of data systems in the university network" which is now being implemented and to which

it will be vital to give keen attention. The organization of a "system for enumerating university clienteles and activities" (RECU) represents a first step in this direction. Therefore, it is necessary to:

- follow through with a "plan for the development of data systems in the university network."

C. REFERENCE DOCUMENTS

The Act Respecting the ministère de l'Éducation, R.S.Q., C. M-15

The Financial Administration Act, R.S.Q., C. A-6

The Act Respecting the Conseil supérieur de l'éducation, R.S.Q., C. C-60

The University Investments Act, R.S.Q., C. I-17

The Act Respecting the Conseil des universités, R.S.Q., C. C-58

Regulation No. 4 Respecting the Permit and the Licence to Teach

Gouvernement du Québec, **Un projet collectif. Énoncé d'orientations et plan d'action pour la mise en oeuvre d'une politique québecoise de la recherche scientifique,** 1980

L'Avenir des universités québecoises. Vers une politique des universités, Speech given by the Minister of Education, Dr. Camille Laurin, February, 1981

Le Mandat du Conseil des universités, Speech by the Minister of Education, Dr. Camille Laurin, to the Conseil des universités, April 16, 1982

Commission d'étude sur les universités, **Rapport du Comité sur l'organisation du système universitaire,** Part I, May, 1979

Conseil des universités, "Rapport sur l'évaluation des études avancées et de la recherche", in **Douzième Rapport Annuel, 1980-1981,** 1981

Comité conjoint des programmes (ministère de l'Éducation- Conseil des universités), **Identification des critères utilisés par le Comité conjoint des programmes dans l'analyse des demandes présentées par les universités dans le cadre des trois premiers volets du fonds du développement pédagogique,** January 30, 1980

Comité conjoint des programmes, **Critériologie d'évaluation des projets de nouveaux programmes d'études avancées -- Enseignement et recherche,** October 31, 1981

Fonds F.C.A.C. pour l'aide et le soutien à la recherche, **Le programme de formation de chercheurs et d'action concertée en 1982-1983,** (F.C.A.C. 1981-01)

Éléments et définitions du système de recensement des clientèles universitaires (RECU), Direction générale de l'enseignement et de la recherche universitaires, September 4, 1981

CHAPTER IV

EVALUATION IN THE CONTINUING EDUCATION SERVICES

Adult Education Services, or to use a more comprehensive term, Continuing Education Services, are characterized by their large number and diversity of partners, student populations, training requirements, courses, and instructional and evaluative methods. The subject is vast and an exhaustive description is difficult.

In Québec, the principal partners in continuing education are:

- the ministère de l'Éducation with the collaboration of other government departments, particularly the ministère du Travail;
- school boards;
- public and private colleges;
- universities;
- the Conseil des universités;
- the Conseil des collèges;
- the Conseil supérieur de l'éducation;
- associations, cooperatives, unions, businesses, professional associations;
- certain departments of the Government of Canada, including the Department of Employment and Immigration.

In this chapter we shall examine the responsibilities and practices of the principal partners involved in evaluation and then discuss some overall considerations.

A. THE PARTNERS, THEIR RESPONSIBILITIES AND PRACTICES

1. The ministère de l'Éducation

1.1 Responsibilities

The activities of the Department are based principally on the general responsibility of the Minister of Education:

> "... for promoting education... and for ensuring the progress of educational institutions" (**Act Respecting the ministère de l'Éducation,** Section 2).

The framework of laws and regulations referred to in previous chapters concerning the elementary, secondary, college and university levels applies to this area as well. It is important to note, however, that the special requirements of continuing education have led, in the exercise of the responsibilities of the Department, to the development of special practices and procedures in many areas.

1.2 Practices

1.2.1 Evaluation of Training Needs

Through studies most often conducted with the collaboration of other government departments and various agencies, the Department carries out continuous analysis and evaluation of the training requirements which educational services might address, both in general and vocational training. Such studies must reflect the interrupted nature of the training of individuals and groups.

In particular, the Department provides support for those educational institutions which evaluate individual training needs. Each year, the Department hosts training sessions for those responsible, most of whom are employed by the school boards. It also supplies them with a variety of instruments, for example, a guide for evaluating individual academic records, an administrative handbook on the recognition of acquired training, and a handbook on equivalences for past study programs.[1]

1.2.2 Evaluation of Training Programs

The ministère de l'Éducation as well as the ministère du Travail carry out an ongoing evaluation of training programs, through inquiries, meetings, and other studies carried out with the collaboration of government, labour, and employer groups. Program evaluation takes into account the socioeconomic effects of the training offered, as well as its adequacy in terms of the requirement of the labour market.

1.2.3. Evaluation of Learning

Where studies lead to diplomas or certificates granted by the Department, the latter plays a role in the evaluation of learning. In the case of college studies, this role is indicated in the **régime pédagogique** for that level, which lays down certain general standards and leaves the task of preparing and administering examinations to the CEGEPs. In the case of secondary studies, where the Department sets provincial examinations, a particular formula has been adopted for continuing education: examination materials are provided for the school boards, which make use of them according to need.

Marks earned by each student are recorded on an itemized cumulative statement.

---

[1] Respectively, **Manuel du responsable de l'évaluation des dossiers individuels, Cahier administratif touchant la reconnaissance des formations acquises,** and **Cahier des équivalences relatif à des programmes d'études en vigueur dans le passé.**

1.2.4 Evaluation of Material and Financial Resources

A funding system is laid down by the Department. In addition, any agency or institution in receipt of government grants is required to submit an annual report.

The Department has undertaken a review of management procedures and procedures used for the allocation of resources to continuing education services.

1.2.5 Evaluation of the System

The various evaluative activities noted above are conducted on a regular basis and apply to one aspect of continuing education or another.

All of these services have recently undergone a broad summarized assessment. On the recommendation of the Minister of State for Cultural Development and the Minister of State for Social Development, in collaboration with the Minister of Education and the Minister of Labour and Manpower, the government has given the following mandate to a special study committee, set up in January, 1980: "... within a perspective of continuing education, to develop a policy on adult education covering two major aspects, that of vocational training required to meet manpower requirements and that of sociocultural education to meet the individual developmental needs of Québecers". The mandate of the Commission was broadened to cover a period of two years, leading to the publication, in February, 1982, of its report, entitled **Apprendre: une action volontaire et responsable, Enoncé d'une politique globale de l'éducation des adultes dans une perspective d'éducation permanente.**[1]

---

[1] A summary of this report was published in English under the title, **Learning: A Voluntary and Responsible Action: Statement of a Comprehensive Policy for Adult Education**, 1982.

2. Advisory Groups

The mandates of the Conseil des collèges and of the Conseil des universités deal globally with the training activities assumed by institutions offering CEGEP and university education. In addition, the advice of these advisory bodies frequently mentions continuing education, but usually in the context of broader considerations of policy and practice.

As for the the Conseil supérieur de l'éducation, it regularly conducts specific analyses of the state and needs of this sector, with the assistance of its Commission on adult education. In October of 1978, it submitted a report to the Minister entitled **Elementary of a Policy on Adult Education in a Context of Continuing Education**

3. Training Organizations and Institutions

Numerous organizations and institutions offer continuing education services: schools and school boards, CEGEPs, universities, businesses, unions, volunteer groups, museums, librairies, etc.

The organizations and institutions making up the educational system are vested with responsibilities for continuing education within the laws and regulations under which they operate; the particular needs of certain groups have made special rules necessary. Evaluative practices have been developed to fit this situation.

3.1 Evaluation of Training Requirements

Educational organizations and institutions carry out analyses, inquiries and studies to assess the training requirement of diverse groups whose studies follow interrupted and varied paths.

They also attempt to respond to individual needs as these become apparent. An admissions service very often includes specialized personnel and necessary instrumentation in order to carry out the evaluation of individual training needs on a year-long basis.

3.2 Evaluation of Training Programs

School boards and CEGEPs are associated with the Department in a continuous process of revising and updating programs. At the university level, institutions have complete autonomy in this subject and each of them has its own way of developing and updating programs.

3.3 Evaluation of Learning and Acquired Knowledge

In the evaluation of learning, educational organizations and institutions take into consideration the requirements of the appropriate **régime pédagogique** and also the particular objectives and practices of continuing education. In fact, depending on the area of learning, an extremely wide range of methods is used.

The evaluation and certification of acquired learning present problems and lead to complications which were brought to light by the Commission d'etude sur la formation des adultes.

3.4 Evaluation of Material and Financial Resources

Educational organizations and institutions are governed by the norms concerning the distribution of government grants to continuing education services. In addition, they are required to submit an annual report.

B. OVERALL CONSIDERATIONS

1. Specific Characteristics

In the educational system, the conception and practices of evaluation of the continuing education services share the lines of force outlined in connection with those in the secondary, college and university systems. There are, however, two characteristics which are peculiar to continuing education.

First, the progress of individualized learning determines a major portion of the concerns and efforts: the evaluation of personal needs and of acquired knowledge, the establishment of equivalences and the evaluation of learning. All these types of evaluation call for a great deal of attention. Second, these evaluative practices exceed the bounds of instruction. Going beyond the relationships between training and the job market which are of concern to the regular system, they impinge upon certain aspects of manpower training requirements, the so-called "pretraining services", training related to employment. They extend to needs and activities of sociocultural training outside the school, to the programs of volunteer organizations for community education, to the activities of organizations for social advancement, to social movements, cultural groups, recreational services, etc. And, in each of these cases, the evaluative practices of the ministère de l'Éducation are part of the collaboration which it maintains with other departments and with the interested organizations.

These characteristics, stressed by the Commission d'étude sur la formation des adultes in its report entitled **Apprendre,** are noteworthy and suggest avenues for development.

2. Avenues for Development

2.1 Sharing of Responsibilities

The sheer number of participants in the field of continuing education causes problems regarding the sharing of responsibilities. This is true in a general sense, but particularly when it comes to the various facets of evaluation linked either to training or to learning or to management. First, between the partners in the education system itself, for instance, between CEGEPs and universities, comes the determination of the importance to be accorded certain courses, or else the certification of acquired knowledge. Next, there are questions to be settled between the school system and the world of business, in particular between the Québec and federal governments in connection with vocational and technical training. Agreement must be sought between the ministère de l'Éducation and the ministère de la Main-d'oeuvre et de la Sécurité du Revenu, between local and regional education authorities, vocational training commissions and manpower centres. Problems also arise between the ministère de l'Éducation and social, cultural and political groups involved in educational activities. The report of the Commission d'étude should shed some light on these complicated patterns of relationships and propose changes. In this way, in the development of a policy on continuing education in line with this report:

- there will be occasion to indicate the listing and distribution of the responsibilities and duties in the field of education.

2.2 Recognition of Acquired Knowledge

In a perspective of continuing education, the acquisition of knowledge and skills may be carried on throughout life along paths as varied as the revelation of life itself. Furthermore, the nonstop explosion of knowledge and the radical transformations in the circulation of information have strikingly modified the places and methods of traditional learning. These upheavals are bound to require changes in the systems for validating knowledge. Assessment of the learning acquired by an individual, regardless of how it may have been accomplished, may in effect become necessary in order to enable him or her to remain on the job or to seek further training. The education system must, therefore, offer services for the evaluation and certification of acquired knowledge. The Commission d'étude sur l'éducation des adultes devoted a whole chapter to this question in its report (pp. 341- 65, recommendations 192-225).

In point of fact when, for purposes of training attestations, it

becomes necessary to evaluate an individual's knowledge and skills, long-familiar practices still prevail. The school system favours a certain content and safeguards the primacy of its own pedagogical procedures. Thus, a diploma certifies not only the relative mastery of a given body of knowledge, but also the conformity of a learning approach to the requirements of a given **régime pédagogique**. In a word, the diploma is a measure of study, but certifies only an ever-changing segment of knowledge.

In order to put an end to this imbalance, there is increasingly frequent reference to possible procedures for certifying acquired knowledge. By this is meant new methods to permit the translation into labels -- diplomas, courses, credits -- of the pertinent knowledge and skills of an individual, whatever the method or steps of the learning process may have been. It is in this way that academic knowledge and experiential acquisitions are both to be considered. The first refers to knowledge acquired in an academic setting. The second applies to knowledge resulting from experience outside the schoolroom, either self-study or paid or unsalaried work experience, in a family or business setting, or even sociocultural involvement of various kinds. Such forms of learning assessment have begun to be developed:

- examinations administered by school boards, in sessions held several times a year, under flexible conditions of place and schedule, with questionnaires designed specifically for those who feel prepared for them, either through coursework, or otherwise;

- placement tests, to establish ranking at a specific level in a learning sequence, for example in language courses;

- a group of tests, a Québec version of the "General Educational Testing Program" used in the United States, bearing on subjects considered as basic and which permits the obtention of certification of acquired knowledge, equivalent to a Secondary Studies Certificate, although not officially recognized as such;

- the awarding of equivalences, by means of a catalogue developed by the ministère de l'Education, in order to assist in the correlation of present-day study levels to courses and programs formerly available in Québec institutions, and also in the assessment of foreign studies.

However, these are only, as yet, preliminary steps in the direction of the recognition of acquired knowledge. The field remains wide open to exploration and for the development of techniques whose urgency is manifest. Some steps may be taken fairly quickly:

- isolating from training procedures those for the summative evaluation of learning, so that anyone coming to an educational institution expecting to be able to furnish proof of certain knowledge or skills may have the opportunity of so doing by submitting to the evaluative procedures provided;

- making possible the earning of a secondary school diploma by means of equivalences, by means of tests similar to those in the "General Educational Development Testing Program";

- further, by means of similar tests, recognizing acquired knowledge and skills which correspond to CEGEP education.

Other actions represent vistas somewhat more distant, but are supported by already identifiable beginnings:

- developing systems of units transferable within the various fields of technical training and using their applications to the assessment of technical knowledge;

- encouraging the individualization of training programs by recognizing acquired learning which, though not perfectly matching that foreseen in course activities, does share their objectives to a large extent;

- placing greater reliance on modes of learning other than the directly academic, on practice and experience in the field, for persons undergoing training. In the United States, the use of methods like the "composite portfolio" in colleges, or the far-reaching operations of "Cooperative Assessment of Experiential Learning" involving over two hundred and fifty institutions and agencies operate in this sense and lead one to believe that this is a direction for the future.

We must become involved in these sorts of activities, using the guideposts that have developed out of the organization of our educational system, not trying to circumvent it as though it were some sort of impediment. To entrust to a central body the application of some general and standardizing policy would carry with it the serious risk of compromising the desired objective, by acting in such a way that the very learning acquisitions certified would not be acknowledged elsewhere. The Department has established these principles:

- the certification of academic and experiential learning must first of all be determined in accordance with the requirements of existing training programs and be based on the system of certification in use in the school system;

- any policy for the recognition of acquired knowledge must inevitably be adjusted to account for the characteristics of each level of education;

- educational institutions must retain primary responsibility in any question relating to the recognition of training.

Consequently, the Department proposes to initiate the following activities:

. for those whose academic progress has been interrupted, the opportunity to acquire a diploma in secondary studies will be increased. In each administrative region, one school board will be designated to begin experimenting with a service for the evaluation and recognition of acquired knowledge;

. CEGEPs will be requested to collectively inaugurate services for the admission of individuals and the evaluation of acquired knowledge. They might, for example, call upon the Services régionaux des admissions in Montréal or Québec City, or else give a mandate to a particular CEGEP. On the recommendation of such a body, a CEGEP might award a certificate to an individual without first requiring enrolment in a program;

. universities will be requested to reexamine their evaluative practices concerning acquired knowledge or training at the CEGEP level of education, particularly acquired knowledge in a technical specialty. As part of the research activities in faculties of education, they will be urged to encourage research and experimental activities dealing with ways to validate knowledge acquired through experience. They will be invited to collaborate in setting up methods for the validation of knowledge acquired through experience, outside the usual requirements of formal curricula;

. the Department has appointed a person with the responsibility of coordinating the activities of the organizations involved and of furthering recognition of acquired learning by the networks.

2.3 Evaluation of Personnel

Among the recommendations of the Commission d'étude sur l'éducation des adultes are certain ones dealing with pedagogical or "andragogical"* competence on the part of educators in training establishments. In this sense, the evaluation of personnel, a function of the institutions, is brought into consideration. In this regard the Department intends

- to revise and update the regulations affecting the qualifications of training personnel.

2.4 Evaluation of Institutions and of the System

The procedures for institutional or in-house evaluation and systemic evaluation are yet to be perfected. At the level of the ministère de l'Éducation, as at that of the teaching institution, continuing education, in terms of its objectives, its resources and its programs, should be subject to evaluation that is not limited to controls, audits and annual reports, as are required for normal budget purposes. Such activities should be common at every level, as part of the normal annual schedule. The way to proceed is the following:

- The Department will, like the school boards, colleges and universities, include continuing education services among those subject to evaluation.

---

* **Translator's Note:** "Andragogy" means the art or science of teaching adults (Webster's Third International, 1981).

C. REFERENCE DOCUMENTS

Commission d'étude sur la formation des adultes, **Learning: A Voluntary and Responsible Action,** 1982.

Conseil supérieur de l'Éducation, "Éléments d'une politique d'éducation des adultes dans le contexte de l'éducation permanente" dans **l'État et les besoins de l'éducation, Rapport 1978-1979,** pp. 215-47.

CHAPTER V

EVALUATION WITHIN THE MINISTÈRE DE L'ÉDUCATION

"Relevance in management, an increase in productivity and the coordination and consultation among various groups presently link the Department -- from the inside, so to speak -- with the efforts required of the entire educational network.

"... I have therefore engaged my Department in a movement to examine its activities and personnel in response to two complementary interrogations: first, whether these activities, these investments of energies, these dealings, are essential to the special mission of the Department -- which relates to the orientation and general cohesiveness of the system and implies the overall functions of directing the study plans and general management of human, material and financial resources; secondly, whether these activities should fall more appropriately under the responsibility of some other component of the system, especially in the perspective or the hope for decentralization and regionalization of responsibiity...

"Therefore, the 1983-1984 working plans of the administrative and management units of the Department are to be prepared in this perspective and, by the autumn, the net review of programs will take the findings of this examination into account."

L'éducation en 1982-1983: Maintenir le cap de l'avenir and **L'éducation en 1983-1984: Les rendez-vous de l'avenir.** Speeches delivered by Dr. Camille Laurin, Minister of Education, at the hearings in defense of the budget of the ministère de l'Éducation on May 4, 1982 and May 3, 1983 (free translation).

A. RESPONSIBILITIES AND PRACTICES

1. The Legal Basis

The responsibilities of the ministère de l'Éducation in connection with the evaluation of its operations and activities arise from the legal framework of its general responsibilities.

1.1 The Act Respecting the ministère de l'Éducation entrusts to the Minister of Education the direction and administration of the ministère de l'Éducation (Section 1). It further provides that:

- "The Minister may cause such studies and investigations to be made as he considers useful or necessary for the carrying on of the duties of the department" (Section 3).

- "Within fifteen days after the opening of each session, the Minister shall submit to the Legislature a detailed report of the activities of his department during the preceding fiscal year" (Section 4).

- "Under the direction of the Minister, the deputy minister shall have the supervision of the other officers and employees of the department and shall manage its current business" (Section 8).

1.2 The Financial Administration Act places the ministère de l'Éducation under the authority of the Conseil du trésor, (treasury board) which exercises the government's powers concerning the financial obligation and expenditures of the State (Section 24).

1.3 The Financial Administration Act stipulates that the Auditor-General, who reports to the National Assembly (Section 74), shall have the right to take cognizance of the dossiers, documents and registers concerning the accounts of each department (Section 75); he shall indicate if, in his opinion:

(a) the accounts have been maintained assiduously and suitably;
(b) all public moneys have been adequately accounted for, and whether the rules and procedures are adequate to ensure effective control of the assessment, collection, and regular apportionment of revenues;
(c) the sums of money have been spent for the purposes for which they were provided by the Legislature, and the expenditures made in the authorized manner (Section 77).

2. Practices

The management of operations and activities of the Department within this general framework, involves various evaluative practices.

2.1 Internal Audit

According to the relevant directive of the Conseil du trésor, the ministère de L'Éducation includes a Direction de la vérification interne under the authority of the Deputy Minister which has as its function the making of an independent assessment of the effectiveness of the controls incorporated into all the operations of the Department.

According to the directive, "the control exists for each administrative unit and in all systems. Its object is to ensure the Direction that human, financial and material resources are adequately protected and managed in conformity with the laws, regulations and directives governing them, that the resources are used economically and efficiently and that the set objectives are reached" (T.B. 129100, September 30, 1980).

A long-term plan and an annual plan for the verification of controls must be approved by the Deputy Minister. He must see that appropriate measures are taken following each audit.

2.2 Forecasting Activities and Budgets

The annual preparation of working plans for administrative units has led to an evaluation of their operations and activities. This preparation is carried out, for the following year of activity, coinciding with the school year, pursuant to orientations and priorities set by the Minister and Deputy Minister. These orientations furnish both the inspiration and the armature of the "master file" of the Department, wherein the various files that units plan to submit to the Deputy Minister during the year are listed.

The forecasting of activities is also a part of the program review, the first phase of the annual cycle of budget planning. The latter involves three phases, coordinated by the Direction de la gestion financière: program review, detailed forecasts of allocations and justification of the allocations.

The objective of a program review is to decide what allocations and staff will be available to the Department during the following financial year. There is a presumption that the various units will examine their objectives, analyse their circumstances and define their orientations.

The justification of allocations leads to a study of the allocations of the Department by the Commission parlementaire de l'éducation, with a view to their adoption by the National Assembly. The Minister must be able to justify the plan of action and the corresponding resources.

2.3 Evaluation of Personnel

All personnel -- management, professional and other -- are subject to productivity evaluation. This assessment takes into account the duties assigned to an employee. It involves several participants: the Direction du personnel of the Department sends to each administrative unit a list of the employees who are to be the subjects of evaluation. The immediate superior evaluates the employee, using the appropriate form. Higher officers review the memorandum of observation, the employee is made aware of its contents and signs it to that effect. The completed form is then forwarded to the Direction du personnel.

The evaluation of staff is related to employee career plans. Thus, when an administrative unit engages in recruitment, either by assignment or by transfer, the memorandum of observation of an employee may prove useful. The plan for the development of human resources (PDRH) may have as its basis the needs for improvement noted during the evaluation of personnel.

2.4 Evaluation of the Operations of the Department

Various aspects of the operations of the Department as a whole may become the subject of an evaluation leading to decisions. In the past two years, there has been an examination of such topics as staff reduction, mobility of management personnel, management of human resources, internal administration, communications and the development of data processing services.

B. OVERALL CONSIDERATIONS

1. Salient Features

There is no way in which the ministère de l'Éducation might avoid the duty of in-house evaluation which is required of every educational organization and institution. It has an obligation to evaluate its own internal workings. Its practices of evaluation are intimately associated with processes of direction, planning, decision-making and the management of public funds.

Any discussion of evaluation as it concerns the ministère de l'Éducation invariably involves reference to activities on two levels.

First is the level of purpose, where are found again all those activities directly connected with the essential mission of the Department and which call for evaluation of contexts and results. Following this, the level of methods groups those activities related to the operation of the apparatus of government. These are, in turn, related to management functions which call for the evaluation of processes and procedures.[1] The avenues for development advanced in the present chapter belong mostly to this second category, since most of the activities that necessitate evaluations of context and results have been described in the chapters devoted to the various levels of the educational system. They will be referred to indirectly whenever it becomes necessary to mention the methods by which managers in each system, by virtue of the principle of attributability of expenditures, must account for their decisions. In connection with the assessment of activities relating to the educational mission of the Department, we must add those whose responsibility exceeds that of authority for a single level in the system. Reference is made to programs and activities of an intersystemic nature requiring the coordinating intervention of the Deputy Minister: international affairs, student rights, equalization of opportunity, etc.

In sum, evaluation in the ministère de l'Éducation is, first of all, that of the internal operations of the apparatus; it then becomes evaluation of all programs in the system, since management must attribute charges specifically. Finally, it becomes the evaluation of programs and services under the authority of the Deputy Minister, because of their intersystemic scope. The fact remains that these handy distinctions, which help in understanding the administrative machine, do not always actually bring about the

---

1 "Whereas contextual evaluation has the goal of verifying whether a program in progress has strayed from assigned objectives, the assessment of processes serves to optimize factors intervening in the day-to-day progression of activity: the efficiency of in formation and communication, the harmony of interpersonal relations, staff preparedness, adequacy of materials, steadiness of supplies, etc." G. de Landsheere, **Dictionnaire de l'évaluation et de la recherche en éducation**, Paris, P.U.F., p. 215 (our translation).

erection of insuperable boundaries among the various types of assessment. One example is the work begun on the role and dimensions of the Department, which requires concurrent contextual evaluation (role) and process evaluation (dimensions).

2. Avenues for Development

While a profile of the evaluative function of the Department's activities can be clearly described in this way, the picture also includes some shadowy areas which could bear illumination.

The issue, however, is less that of adding new structures than of more precisely joining, consolidating and supporting present practices, at the same time benefitting from in-house analyses and studies which have been completed.[1] Their being followed up would clearly demonstrate the desire of the Department to be no less demanding of itself, in the field of evaluation, than it is of the organizations and intitutions under its authority.

There is, as well, no question of increasing the workload of managers. Evaluation is already an integral part of their responsibilities. These administrators are in widespread agreement that management means orienting, planning, directing and controlling the many activities put into operation by a unit, with an view to attaining the objectives sought in the most effective way possible. It is here that evaluation asserts its claim as an element necessary in guiding the decisions which must be taken. It is thus incorporated into the responsibilities of managers, and it simultaneously offers them a vital tool for the exercise of their overall responsibilities.

2.1 The Annual Review of Programs

In the section dealing with the description of practices, it was pointed out that program review consitutes a crucial moment of annual decision-making. It is then that those responsible for making decisions decide which programs should be continued, broadened, changed or dropped. These judgements must be based on information and data gathered during and at the completion of each program. Depending on the objectives sought and the time and resources available, these may involve objective or subjective evaluations.

---

[1] See especially the document entitled **General Policy for Educational Evaluation,** Direction de l'évaluation pédagogique, 1981.

At present, the mechanism for program review does not help to discover, in any systematic way, the evaluative means used by managers, or even the data on which their decisions are based. Without modifying the form used in program review, it would be appropriate to foresee a method which would permit managers better account for the rationale of proposals submitted. This method might be an annual summary presented to the Deputy Minister through the usual channels of authority and responsibility. Based on continuous evaluation, such a summary account would, in turn, bolster the defense of the budget of the Department each May and the program review each September. Furthermore, a summary would facilitate exchanges between those responsible for units and internal auditors since, as we shall see below, the latter also have a mandate to verify the existence and quality of the means employed by the Department to measure the degree of attainment of objectives.

2.2 A Cycle of In-Depth Program Review

It must be admitted that it is impossible, within the time-frame of a single year, to evaluate the programs for which the Deputy Minister is directly responsible, those for which responsibility is shared by several administrative units, as well as those controlled by a single unit. Furthermore, it is not desirable to decide on the spur of the moment which program or programs to review in a given year. In so doing there is a risk of bias prejudicing an evaluative operation. This has already happened in the case of the old and new programs. For the latter, integrated evaluative structures exist, whereas the former enjoy the privileges of precedence. Any plan and calendar of evaluation must be drawn up in such a way that all become subject to examination over a period of three to five years. An annual summary would thus imply summative evaluation of activities and an in-depth evaluation of any and all programs listed on an agenda for the current year.

The extensive operations described above concerning the role and dimensions of the Department represent a high point in the review of its activities. In that examination, the Department has involved itself in a movement which should bring it to refocus on the central aspects of its mission and to alter the dynamics of its relationship to the system. Through the criteria which it makes it mandatory to define, this central review activity supplies managers at all levels with a yardstick which they must apply to the processes of their own evaluation. By this very fact, the Deputy Minister is given a framework for the analysis of the assessments carried out by administrative units. To date, it has

been agreed to examine the activities of the Department in terms of their relevance, with respect to the five essential functions of the Department:

1. orientation, planning and evaluation of the educational system and of its principal components;

2. the general development of studies and teaching;

3. the development of human resources within the education system;

4. the distribution and regulation of the use of material and financial resources;

5. the management of internal services.

In addition to the criterion of relevance, we shall examine the activities of the Department in terms of their scope, of their focus of responsibility and cost.

2.3 Evaluation and Regulation

Evaluation and regulation are two activities which may be easily confused. They do, in fact, often overlap and it is difficult to separate them, since they give rise to similar operations of information gathering. Evaluation is, however, geared to norms, whereas regulation is descriptive. Through evaluation one tries to gauge the value of a proposal or of an accomplishment. Through regulation one aims to establish whether an accomplishment is in conformity with the proposal. It is not unproductive to distinguish them one from another in a document which attempts to sketch a general framework.

The regulatory function is exercised in many ways. First, there is daily supervision within each unit of managerial responsibility. This day-to-day attention acts as a self- regulatory mechanism for the system and subsystems. There is also the control exercised at a higher level over activities delegated to those below. Following these are the internal and external audits mentioned earlier. Finally, mention must be made of the unofficial restraints exerted by various councils, intermediary bodies, delegates to the National Assembly and public opinion in general.

Among all these forms of regulation, it is the internal audit which is most effective, and a potential stimulus for evaluation at each level of decision. Its role is to evaluate the effect-

iveness of the evaluative procedures in use throughout the Department. In the final analysis, it is a sort of metaevaluation or, in other words, an evaluation of evaluation. According to the governmental policy on internal audits,[1] they must not be limited to the mere study of financial affairs. Examiners must also ensure that mechanisms are provided in order to check whether human, financial and material resources are controlled and used economically and efficiently, whether operations are carried out as planned and whether the objectives are met. Nevertheless, because of its relatively recent creation, the Service de vérification interne of the ministère de l'Éducation has thus far limited itself to the setting up of an efficient system of financial auditing. This is a logical step toward the development of an integrated master strategy for internal audits affecting each area affected by government policy. It is planned to develop this managerial tool progressively as an essential adjunct to the other ingredients of the administrative controls already functioning in the Department.

2.4 Construction of Performance Indicators

As has been indicated above, there is no question of creating an artificial superstructure for the outside evaluation of administrative units which would risk diverting management from its responsibilities . Instead, measures must be taken to ensure that certain existing mechanisms better serve to support evaluative endeavours.

One measure already in place is the development of a coherent system thanks to which it will now be possible to gather, store, process and disseminate the data required for administrative, financial and pedagogical management. These data, once they have been transformed into indicators for input, processes, and results, will be useful for evaluating the operations and productivity of departmental programs and services. To return to the terminology used at the beginning of this section, these data and indicators will help sustain evaluations of process and evaluation of context.

Two units of the Department share the task of developing this system of indicators. For purposes of internal management at the

---

1 Gouvernement du Québec, Conseil du trésor, **Politique de vérification interne**, 80/10/20.

Department, the Direction des services administratifs et des systèmes (DSAS) will concentrate its efforts on indicators of efficiency (the relationship between services generated and resources invested) and economic indicators (the relationship between services generated and costs). For its part, the Direction des politiques et des plans (DPP) will identify those indicators permitting a better measurement of relevance (the relationship between needs expressed and objectives sought) and effectiveness (the relationship between objectives sought and results obtained) in the principal programs of the Department.

The Department already possesses data on process and results. Such raw data are on occasion used by management personnel, who must, however, process them on their own according to the needs of the moment. It has now been proposed to systematize and rearrange these data, to convert them into indicators and to disseminate them in a readily usable format.

In Summary

The following factors must be included in any attempt to outline the major avenues for the development of evaluation within the Department:

- evaluation is the responsibility of each member of management; it is thus a normal part of the managerial process;
- program review must be considered as a preeminent occasion for evaluation; managers will submit to the Deputy Minister an annual report containing justifications for the proposals included in the program review;
- each program must be evaluated in depth over a cycle of either three or five years; each manager will submit to the Deputy Minister a three or five-year plan for such evaluation;
- measures will be taken to see that internal auditing includes examination of methods, in order to ensure, not only the conformity of activities with policies and procedures, but also their efficiency and effectiveness;
- the Department will continue and intensify its current efforts toward the creation of a coherent information system and the conversion of data into indicators of performance for the activities of the Department.

CHAPTER VI

GLOBAL PERSPECTIVES

Evaluate: "To examine and judge concerning the worth, quality, significance, amount, degree or condition of: APPRAISE, RATE using trained observers to visit and evaluate teachers in their classrooms -- Educational Research Bulletin" (Webster's Third New International Dictionary, 1981).

"Most people have always thought of evaluation, at least in theory, as an intellectual activity with good reason to exist. It would appear that only a charlatan or an incompetent has cause to fear the effects of evaluation. Through the ages, our intellectual leaders have recommended to their fellow men to become involved in activities of the evaluative sort, evaluation of their own acts, evaluation of every aspect of their environment. Historically, evaluation has been held to be, and rightly so, an integral part of a rational attitude toward life." W.J. Popham

After the examination by sector presented in chapters I to V, is it possible, by way of conclusion, to bring out a global view of the way the Québec education system conceives and practises evaluation? Against that backdrop, we shall first develop several historical references, then sketch certain lines of similarity or difference with respect to other academic traditions. Salient features of the current picture will then be quickly noted, leaving the most sweeping perspectives for development to appear last.

1. Legacies and Similarities

To the perceptions on the state of evaluation in the different areas of elementary, secondary, college and university education, and in continuing education services, and, finally, through the range of activities of the Department of Education itself, one may add features of wider context which throw light on them: the legacies deriving from the evolution of the educational system, the influences of its environment to which Québec has been receptive.

1.1 Evolutionary Landmarks

From its origins and until the reforms of the 1960s, evaluation in the school was entrusted to "official visitors" under the French and British regimes, to "ecclesiastical visitors" in some school boards, and to "school inspectors" from 1851 to 1964. They had the task of checking the general state of the educational institutions, supervising teaching personnel, and gathering information on pupils. Teacher certification was provided by "normal schools" (teachers' colleges), and from 1897 to 1939 by a Central Board of Examiners. Official examinations were begun in 1932 to evaluate pulils' academic performance. In addition, school administration and financing were the subject of regulation by school boards and the State.

Colleges and universities -- in the very great majority private institutions -- enjoy considerable autonomy. However, they take into account the requirements of professional associations and bodies, adhere to the same structures for student admissions, and submit to administrative and financial verifications, norms or audits from the State insofar as they receive grants. The experience of faculties of arts and of their affiliated colleges is most significant in relation to evaluation: the practice of mandatory examinations for enrolment and the baccalaureate degree progressively shifted over the course of time, under the

inspiration of the North-American tradition of authorization, toward a system of "supervised freedom", where institutions, accredited after a period of probation, prepare their own examination questionnaires, which are revised by committees composed mostly of colleagues.

A veritable academic explosion marks the decade of the 1960s. Access to education became the slogan of a huge undertaking to revamp the school system. In turn came the creation of regional school boards with their comprehensive secondary schools, the CEGEPs, and the université du Québec with its different campuses. Growth imposed its requirements, and evaluation meant above all gauging the attainment of objectives set according to the creation of structures, the organization of services, the recruitment of personnel, the construction of buildings and the acquisition of equipment.

The report of the Royal Commission of Inquiry on Education, which guided this reform, however, contains analyses and recommendations about evaluation whose scope will reappear in the laws, regulations and pedagogical plans which were to restructure the educational system along its current lines.[1] The Commission unequivocally opted for a general orientation toward a regime of standardization for institutions of secondary and college education. It saw therein "the favoured means of the State" for assuring the growth of institutions. Between the tendencies toward an institutional freedom left unsupervised, on the one hand, and on the other, those tending toward centralizing and only slightly effective regulation, the Commission advocated evaluation and associational groupings among institutions. It said about the institutions which would become the CEGEPs: the ministère de l'Éducation will need to check through a rigorous and equitable system of accreditation, to see that in each institution an acceptable level of teaching, comparable to that in other institutions, is maintained.

The euphoria of the reforms was short-lived. By the end of the 1960s, constant debate had begun. Questions rapidly converged under the banner of the quality of education. Both among teachers,

---

1 See Royal Commission of Inquiry on Education in the Province of Québec, **Rapport**, Vols. II and III, Nos. 236, 298, 1037, 1123, and Recommendations 64, 108, 342, Québec, 1965.

professionals and administrators and in the general public, people began to question certain effects the changes had brought, and at the same time, various troubling phenomena arose: strikes and protests betraying the dissatisfaction of personnel and students; the deterioration of the climate on many campuses; preoccupations about academic performance, as well as about the acquisition of basic skills; high levels of failure and dropout. A growing concern developed about the quality of training offered in educational institutions. Collective labour contracts, annual work plans, studies and colloquia, groups of every persuasion commented on this new concern. The numbers of round tables and commissions grew endlessly, in the schools and at the provincial level, launching processes of analysis, evaluation, renewal, rationalization, and coordination.

And this was only a first wave. A second arose almost immediately, proclaimed by the pressure of public opinion insisting that educational institutions become truly accountable for their activities in the face of challenges from the community. And other factors came in a stampede: the drop in student population, inflationary education costs within an economy which was unstable and rapidly in a crisis, simultaneous needs in health and social security, and finally, squeezes arising as budgets swelled. Tackling the stringent demands for rationalization, forced to make do with less, educational organizations and institutions rediscovered, with the approach of the 1980s, the obligations and the merits of evaluation.

These reminders have been brief, but the background they offer highlights characteristics which were maintained right up into the present situation: on the one hand, evaluation blazes a trail through the education system, staying aloof from both strictly autonomistic and strongly centralizing tendencies, in accordance with the overall structure sought by the system; on the other hand, if it has inherited from the traditional practice of tests on knowledge and skills, evaluation also derives from the search for quality education, "accountability" requirements, and the constraints of rationalization.

1.2 Lines of Similarity

The forms assumed by evaluation in the Québec educational system can also be understood by those features which interrelate in sundry ways with what may be observed in the educational systems of certain European nations and in the United States. Here again, is a fast review with no further pretensions, directly from the notes which observers have brought back from their visits and missions.

In England, inspectors help and do not merely "inspect" local institutions; the responsibility of institutions is respected and encouraged. Evaluation is an integral part of a social process characterized by institutions with flexible mandates and by a free interaction among diverse groups of participants. There is a subtle structure of institutional autonomy with an obligation to render accounts, a verification which is carried out through an interplay of exchanges and social confrontations far more than by bureaucratic meddling, evaluations and decisions made in a spirit of openness and public disclosure of performance rather than in uniformly applied controls.

In Belgium, there is a certain tradition of the contract or "pact" that differentiates the context. A complex body of dispositions of every sort inhabits an educational system whose structures of responsibility, in addition to taking a cultural and linguistic bipolarity into account, touch national, provincial and local levels, not to mention the important sector of private institutions.

Il follows that the practice of evaluation is regulated by the "laws" -- with all the connotations that Belgian traditions appear to ascribe to the term -- which encompass the national education system and are obeyed under a sort of pact, it alone capable of preserving a balance of power which is seemingly always arduous.

In France, assessment appears to be an integral part of the academic structures themselves: a centralized and stratified educational system, strict certification for teachers, a well-developed and still active network of inspectors, and evaluation of learning secured by an enduring tradition of national examinations and competitions. Everything takes place as if the academic organization itself served to assure the quality of educational services, as if an institution answering all such norms must necessarily be reputed worthwhile and of good quality.

In the United States, the diversity of educational institutions and their evaluative practices can be understood in the light of these basic American principles: freedom of activity and association, free competition, esteem for innovation, an almost inborn reliance on technologies and gumption of every shade, and regulation through the quest for excellence. Traditions of accreditation and the development of institutional assessment meet in countless research and experimental activities, funded by the state but not initiated by it, and carried out by many specialized teams and centres, frequently belonging to universities.

This overview suggests, even despite its necessarily sketchy nature, that the education system in Québec shares in several academic traditions. What it manifests especially is the close ties, in every case, between evaluation issues and the organization and spirit of academic structures. And so, too, Québec's academic institutions are characterized by a complex balance between local independence and administrative centralization, between responsibility at the base (legally incorporated educational agencies and institutions) and subordinated to common norms (programs, pedagogical plans, funding rules, etc.). The practice of evaluation figures quite naturally in this context.

2. Present Characteristics of Evaluation

The review of these legacies and similarities, as a prolongation of the descriptions and analyses in earlier chapters on the various levels of the education system, leads to the emergence of the current general characteristics of educational evaluation. It presents itself in several areas which between them display an organizational logic; it represents a permanent challenge.

2.1 A Pluridimensional Reality

From the outset, evaluation in Québec's educational system reveals a pluridimensional reality, both because of its partners and its subjects and because of its aims and practices, at each of the levels of education.

Several partners share responsibility for evaluation: at the local and regional level, schools and school boards, CEGEPs and universities, which project their own actions through voluntary associations of organizations and institutions; at the provincial level, the Minister of Education and the advisory councils, but also the Conseil du trésor, the Auditor General and the National Assembly.

Several subjects are treated in evaluation, which is given specific names, depending on the instance: pedagogical evaluation applies to the learning and performance of pupils and students; administrative assessment accompanies the management of resources and activities; evaluation of personnel has both pedagogical and administrative elements because it covers the appraisal of teacher aptitude for teaching, and the evaluation of productivity among members of the various categories of employment; institutional or in-house evaluation is that practised within an educational agency or institution, considering the entirety or only aspects of its operations and services; systemic or sectorial evaluation bears on the educational system or one of its sectors.

Several aims can be attributed to evaluation: information or analysis; certification of studies for students, certification of aptitudes to education for teachers; verification, regulation, or the rendering of accounts (accountability); measurement of work, as input, or appraisal of effects, as outputs; assessment even as a function of the objectives, aims and values sought.

Finally, several practices implement evaluative practices to varying degrees: regular, current assessment activities, such as examinations, audits, reports, personnel evaluations, financial statements; more extensive operations in given sectors, conducted either systematically, for instance, follow-up studies of graduates or more immediate, i.e. the development of an educational evaluation policy at the elementary and secondary levels or, again, the policy on research of the ministère de l'Éducation; summary syntheses covering periods of several years of development, like the government's Green Paper on elementary and secondary education, the report of the Conseil supérieur de l'éducation on CEGEP education, the report of the commission on vocational and technical training and also sociocultural training for adults, all of which are efforts which have mobilized huge undertakings of evaluation.

2.2 Organizational Logic and Thrust

Its multiplicity of dimensions does not condemn evaluation to a scattering; its areas cluster according to an organizational logic and thrust inherent in the patterns of the educational system. This linking of the areas of evaluation is done along two axes:

- a vertical axis, according to the principle of a hierarchy of powers and responsibilities;
- a horizontal axis, according to the principle of social responsibility of each level of authority in relation to the community.

In a field where these two axes meet, a dialectic comes into operation which causes two movements to intersect and merge:

- a movement of evaluation coming from the internal dynamism of the educational institutions and agencies;
- a collateral movement arising from external forces.

Such is the form assumed by evaluation, practising many variations at the different levels of education and fitting itself to the contingencies applying to each.

At the university level, our horizontal axis -- the openness of institutions toward society -- takes on importance favouring new concerns both to the social function and to the productivity of universities. Beyond this, not only under its general mandate to examine the state and needs of university education and research, but also under the special mandates which the ministère de l'Éducation may entrust to it, for example, the evaluation of curricula or the study of admissions policies and practices, the Conseil des universités introduces an external element into the internal evaluation practised by institutions.

At the college level, evaluative operations are orchestrated as follows: first, each agent and each institution is urged to become involved with analytical and evaluative practices, with the aid of instruments capable of aiding these activities of self-assessment; also, the Commission de l'évaluation of the Conseil des collèges has the mandate to periodically carry out the study of in- house evaluation policies and offer to those institutions wishing to use it an evaluation service in one of their areas of institutional practices. In sum, there is a medley of self- evaluation and outside appraisal, the latter being in part optional and practised by an independent organization, the Conseil des collèges.

In elementary and secondary education, the hierarchical structure in place decides the sharing of responsibilities for evaluation; thus, assessment of learning depends on a combination, which differs according to the level affected, of the responsibility of the teacher, the school board and the Department. This chain of command is, however, counterbalanced by a new factor of a more horizontal origin, the educational project, although it still will be necessary to reconcile the affirmation of its local identity by the school and the State definition of training programs. The educational project which each institution is expected to develop for itself is set in perspectives at one and the same time of accountability, consumer protection, development of the individual characteristics of each school and fitting a school into local surroundings. What we propose is to establish a cycle of activities -- identification of needs, selection of priorities, choice of means, allocation of resources, completion and assessment -- where evaluation is a part of management itself and provides the school a way to furnish an accounting of the quality of

education it offers. Thus overall, two principal components are favoured: an ongoing, controlled assessment of pupil learning acquisitions, and truly institutional activities for evaluating educational practices.

2.3 A Constant Challenge

In its various areas, evaluation is an intrinsic part of the educational system and obeys its logic and thrust. It is also subject to the predispositions and fields of force which govern organizational patterns and influence their interplay. Areas of overlap affecting assessment may be identified, less in an attempt to place them on some complete "map" than to note the ambivalence of the evolving reality within which evaluation operates and with which it must tangibly reckon: whether because expectations rise or because obstacles crop up, evaluation remains a constant challenge. Four points should be mentioned, from which the various partners in the world of education draw motivations at times supporting evaluation, and at times counteracting it.

The first factor is the search for quality. As we have emphasized above, a concern for quality in education has been expressed more and more widely in recent years. Such a concern affords assessment its most valid basis. Moreover, it is thanks to this aspiration that evaluation has aroused renewed attention and interest in education circles. Yet, all kinds of protests have hindered an evaluation in the name of this very search for quality in educational services:

- Evaluative operations aggravate the climate of controversy to which educational institutions are already far too exposed. They accentuate the frictions among interest groups and conflicting views seeking to control institutional life. The crushing polarization which follows paralyzes leadership, blocks change and diverts more directly pedagogical concerns.

- Instead of favouring an improvement in the quality of education, the energies accorded to evaluation cast discredit on public education and further add to the pessimism pressing on it.

- Can the quality of education be measured? Limitations of evaluational operations may make them unproductive or forgetful of their intentions: indicators chosen are unsuitable; details or areas surveyed are neither comparable nor meaningful; periods studied are too long or too short; objectives or norms chosen are not relevant... Objections from the standpoint of methodology stem from the notion that education, insofar as it is an absolute and gratuitous mental experience, remains incomprehensible to procedures of institutional evaluation.

- Evaluation rarely examines the elements responsible for the motivations of persons who work independently and creatively. Quite the contrary, by isolating them, evaluative mechanisms rigidify certain aspects of institutional or individual practice: operant criteria used in evaluation replace the objectives they propose to reveal and take precedence over everything else.

A second factor is the development of social responsibility of educational agencies and institutions. A notable trend to which educational services and other public services are subject, the "accountability" movement brings increasingly compelling demands for a more public and more rigorous "rendering of accounts". Such requirements push institutions to account for their educational practices in terms of the needs of society and to publicly describe their circumstances. In actual fact this movement is not really outside the institutions; it corresponds to the social role their educational and cultural mission embodies and which gives them a duty to take root in and radiate out from the environment to which they belong.

However, in the opinion of those who appeal for a sweeping review of society, evaluation is suspect, even frowned on, precisely because of the collective good. Aiming at the growth of institutions and encouraging the proper functioning of the current academic system, evaluation seems to align itself with all the efforts to overhaul and retrieve the forces of true change. Of course, insofar as one may feel the present school system ought not in any way be improved so that it might be preserved, evaluation appears less an instrument to develop social responsibility of educational institutions than an opportunity provided for the defenders of the status quo.

A third factor is the encouragement of local responsibility. Evaluation is part of the exercise of inherent responsibilities for educational agencies and institutions. It is the necessary correlative to their independence; it displays their consequent ascendancy over themselves. Local and regional responsibility is now built into Québec's educational system. But after the developmental phase at the ministère de l'Éducation which accompanied the noteworthy struggles for democratization and growth in the 1960s, the need for decentralization came to be felt. Evaluation is favoured by this trend towards affirmation of institutional responsibility.

According to the contradictory attitudes of some, evaluation is detrimental to the independence of educational institutions. Any systematization of evaluation camouflages attempts at centralizing control bringing uniformity and standardization, concentrating attention on criteria that generate organizational inflexibilities inhibitive to innovative freedom, appealing to means and techniques that negate and scorn the democratic decisions of the base units.

Through a new inversion of perspective, and again in a negative way, evaluation as practised by educational institutions, in underscoring the singularity of institutional planning, would do the work for those who want to "divide and conquer". So it is that unions have specifically denounced the "de-solidarity" -- even the Balkanization -- stimulated by the directions taken in institutional analyses tending toward local autonomy and specificity.

A fourth factor is the attempt at rationalization. Both the search for quality in education and the decrease in financial resources have required, and will continue to require, tremendous efforts to rationalize educational services. In order to review existing practices and programs, establish priorities and make choices, it is necessary to evaluate.

But the practical applications of assessment, and with it the attempt at rationalization itself, run into certain paralyzing effects of the shocks which have jolted the Québec school milieu throughout the structural transformations and successive trends toward "renewal" of the past two decades. Discouragement, withdrawal into private life or an area of specialization, weariness, mistrust, and vulnerability blend into a dose of cynicism which every new operation must overcome.

Some indeed consider that evaluation here reveals its real objective: reducing costs. They object to an assessment which has degenerated into such a narrow concern, or assert that in itself, through all the resources it commands, it produces costs one is far from assured of recovering via the benefits anticipated.

These many elements form a perplexing web where rapidly evolving realities constantly cause new dynamic relationships. The objections which have just been summarily presented are quite genuine, even if some serve as excuse or subterfuge. It has become almost a truism to assert that evaluation is like science, techniques, communication, etc.: it may be used to serve, but also to enslave. It is not because a small minority practises it unwisely that it should be shunned in the overall organization of the system. On the contrary, the pitfalls are challenges that educators at all levels must overcome through a heightened scientific rigour and, at the same time, greater humility owing to the limitations of measurement instruments, through rules of conduct ridding evaluation of any yearning after power, and through steps guaranteeing ample scope for independence and creativity.

3. Developmental Perspectives

Overall considerations at the close of each of the chapters I through V allowed the listing sector by sector of the avenues along which evaluation can be expected to develop, beyond various uncertainties and challenges. These paths converge in certain overall perspectives.

3.1 Evaluation as a Function of Pedagogical Renewal

Educational assessment operates basically in two manners: as a point or component in the process of learning and the pedagogical act; and as a point or component in the managerial process of the educational operation. The second manner remains centered on the first. The attention given to the sharing of responsibilities and to the development of processes must not divert evaluative practices from their primary meaning: they are by definition at the service of educational activity and pedagogical life. One must constantly see to it that administrative considerations do not win out over the pedagogical. Similarly, however much a constraint the decline in resources may be, one must not lose sight of the fact that it is not this phenomenon which directs evaluation, but rather the search for quality in education. Thus:

- the totality of evaluational practices must strive, as a priority, to support the pedagogical renewal promised by governmental policies.

3.2 Evaluation of Learning

The concerns raised about the quality of education entail a new insistence on the evaluation of learning: formative evaluation requires that aid be supplied to teachers; summative evaluation must function under steady practices. The **régime pédagogique** at the elementary and secondary levels provides for programs whose objectives are to be specified in such a way as to facilitate evaluation; if in addition, the ministère de l'Éducation plans to reduce the number of provincial examinations, it is so as to concentrate more on its own role to supervise and check the pedagogical evaluation plans of school boards. As for CEGEP education, the draft regulation concerning studies includes specifications on the responsibility of professors and the director of pedagogical services at each institution; lesson plans will spell out the methods of evaluation and an institutional plan for pedagogical evaluation will be devised, which will be the object of study by the Conseil des collèges. At the university level, the emphasis shifts to the evaluation of teaching, with student participation. Finally, in continuing educational services, it is the recognition of acquired knowledge which draws the attention. Thus:

- continued attention will be accorded the evaluation of learning.

3.3 In-House Evaluation

In connection with the individual responsibility of schools and school boards, CEGEPs, and universities and also in connection with the affirmation of the particular identity of each institution and in its relationships with the surrounding public, in-house evaluation should be encouraged. It must become a component of the very life of the institution, a sort of permanent and integrated process in the normal practice through which, with the aid of analysis and appraisal instruments, the whole of its educational operations is understood and measured. Movement in this direction has begun within the various educational networks. The educational plan which each school is encouraged to develop necessarily calls for reliance on evaluation. CEGEPs are already involved in a process of in-house evaluation, on the basis of an enormous research project which they helped to finance.

Universities have inaugurated institutional research practices which run the risk of being compromised by budgetary restrictions when they ought in fact be made even more essential. Thus:

- the Department plans to encourage policies and practices of in-house evaluation.

3.4 Systemic Evaluation

The entire educational system must also be the subject of evaluation. Aside from the major summary reports which have been carried out one after the other in recent years, for elementary and secondary education, for CEGEP education, for university education and research, and for adult education, beyond the global evaluations of the state and needs of education which under their mandates the advisory councils must undertake, operations of systemic evaluation must be applied, more methodically than has been the case until now, to aspects or sectors of the education system considered as a whole. It is the duty of the ministère de l'Éducation to conduct these evaluations, on the pattern of the American "national assessments", first in terms of the attainment of objectives in educational programs, but also in terms of many other features of the achievements attained by the networks. Therefore:

- the Department intends to conduct evaluations of the whole educational system in the mannner of the NAEP.

3.5 Educational Data

A significant move in the direction of this systemic evaluation would be to gather in an orderly and meaningful way, in an annual statistical report, data which are available, yet scattered, followed eventually by other data whose lack will be shown to be a shortcoming and which it will become necessary to collect. An example of such a report has been given by the annual publication, since 1974, by the National Center for Education Statistics in Washington, D.C., of the suggestively-titled **The Condition of Education.** The ministère de l'Éducation will need to advance that far the development of the "guiding strategy on statistics, systems and communication" which it has recently instituted. Therefore:

- the Department will explore the possibility of drafting an annual statistical report of educational data.

These developmental perspectives, which repeat in summary those arising during the study of evaluation in each area of education, do not incline toward what would be a new policy on evaluation. They suggest stresses, rectifications and reorientations within a global dynamics which it appears ought to be, in the main, preserved and validated through the consolidation and clarification which this document aims to support by devising a general reference framework for the perspectives and practices of evaluation in the Québec educational system.